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CAROLINA planning

An Interview with John DeGrove
ISTEA in the Southeast
Practicing New Urbanism

the planning journal of the southeast

From the Editors

With this issue we continue to incorporate readers' suggestions for ways *Carolina Planning* can best meet their needs and interests. A new section, Planning News Digest, presents short pieces showcasing current, newsworthy items, and another section offers reviews of recent publications in the planning field. The feature interview and each of the articles have been chosen because they provide specific information planners can use in their daily practice or because they offer examples of successful, innovative planning techniques that can be emulated elsewhere.

As our new cover design reaffirms, *Carolina Planning* strives to be the "Planning Journal of the Southeast." Because planners throughout the region face many of the same issues—such as rapid growth, rural poverty, sprawl—we have much to share with each other. The features in this issue cover spotlight communities from Florida to North Carolina, but each offers planning experiences that could be applied across the region.

As always, the editors welcome submissions of all kinds from planners, researchers, and community residents. Our modified format will accommodate short pieces, reviews and commentary, as well as lengthier articles. We encourage everyone to use *Carolina Planning* as a forum for the exchange of valuable information and experiences among the entire planning community.

Finally, the editors would like to acknowledge several people who assisted in publishing this issue. Aaron Bartels both designed the new cover and provided the drawing that adorns this issue. The hog illustrations are by Katherine Shelburne. The excerpts from *Five Years of Progress: 101 Communities Where ISTEA is Making a Difference* come courtesy of the Surface Transportation Policy Project. And, lastly, we are grateful to both the Graduate and Professional Students' Federation of UNC and to Merritt Clapp-Smith for their generous financial support.

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Call for Papers

Carolina Planning is currently accepting articles for the Fall 1997 issue. Topics should be relevant to practicing planners in the southeastern United States.

Submission guidelines: Manuscripts should be up to 25 typed, double-spaced pages (approximately 7500 words). Submit two paper copies and one copy on a 3.5" diskette in WordPerfect or ASCII text. All citations should follow the author-date system in the Chicago Manual of Style, with endnotes used for explanatory text (legal articles may use Bluebook format). Tables and graphics should be camera-ready. Please include the author's name, address, telephone number, and email address, along with a 2-3 sentence biographical sketch. *Carolina Planning* reserves the right to edit articles accepted for publication, subject to the author's approval.

John DeGrove on Growth Management, Regionalism, and Sustainable Development

Kevin Bryant and Robert Inerfeld

John DeGrove directs the Florida Atlantic University/Florida International University Joint Center for Environmental and Urban Problems. He is a member of the Governor's Commission for a Sustainable South Florida and chairs the Commission's Committee on Urban Form, Intergovernmental Coordination, and Governance. He wrote The New Frontier for Land Policy: Planning and Growth Management in the States, *published in 1992 by the Lincoln Institute for Land Policy. The authors interviewed him by phone after he lectured at the Department of City and Regional Planning's 1997 Sustainable Development Lecture Series.*

Carolina Planning (CP): What will southeast Florida look like twenty years from now if current development trends continue?

John DeGrove (JD): If current trends continue and we can't alter the fundamental urban development pattern, we will have sprawled all the way to the edge and into the Everglades; we will have a predominant low-density suburban development pattern; and we won't have sustainable communities or a sustainable environment. We'll all be bitterly disappointed, and we won't have a sustainable economy. That's if we don't change things in the direction of a sustainable south Florida.

CP: Can you quantify the costs of this sprawl?

JD: The cost quantification is a little difficult, because a lot of these are environmental values and it's hard to put a dollar figure on what it means to be able to restore and sustain the Everglades ecosystem. What values do you put on having a sustainable population of various kinds of birds as opposed to not having them? On the other hand, the cost of sprawl patterns of development is much easier to address. We have hard data now that show urban sprawl costs very substantially more to provide the infrastructure than with more compact development patterns. So in dollars and cents, given the projected growth that we're going to have, you're talking about hundreds of millions of dollars in added infrastructure costs. I don't have a precise number; one of the things we've done is ask Bob Burchell (who does this kind of thing out of Rutgers) to look at the statistical impacts of sprawl in South Florida. We want to quantify the difference in the trend plan, between doing things the way we're doing it now, and the more compact urban form approach—the sustainable communities approach—that we're trying to move to.

CP: What kind of development do you envision for the Eastward Ho! corridor?

JD: We're doing some very creative work there already (around the TriRail stations), and we're hoping that will be one of the showcases of Eastward Ho!, but we're also looking to get all the stakeholders in the game, including existing neighborhoods. It's very dangerous to run around doing this kind of thing without involving the people who are already there. You go around talking about high density or even moderate density, people automatically say "Oh, lord, we don't want that around us; we don't want those old ugly highrises" or whatever vision they have. You have to give them a vision of moderate-density, well-designed environment, and you have to get them on board. You have to understand, this is a corridor where a lot of things are happening already; we're trying to influence what's happening, to make it have more residential so that we can accommodate some

***Kevin Bryant** and **Robert Inerfeld** are candidates for Master's degrees in Regional Planning at UNC-Chapel Hill.*

part of this population increase so that we don't continue to spread out toward and eventually into the Everglades.

CP: What would it take to get developers to do more redevelopment and infill? What kind of incentives do they need?

JD: Well, some of them, who are developing the corridor now, say "We don't need any incentives from you government guys. Just take off the shackles that you now put on us that make it hard for us to develop and redevelop." These shackles include rigid and inflexible land-development regulations that discourage mixed-use stuff, that discourage creative development that we'd like to see going into this corridor. . . just outmoded codes.

CP: Have those started to change at all?

JD: Yes, some. That's going to be a big focus of the Department of Community Affairs (the state land planning agency) as we go through the process of upgrading local comprehensive plans. They're putting much more focus on trying to work with local governments and to give special grants to clean up old codes, make them flexible, make mixed use easy instead of hard. We now make it harder, it's fair to

EASTWARD HO!, WESTWARD WHOA!

The Southeast Florida region, which includes Palm Beach, Broward, and Dade counties, is and will remain one of Florida's fastest growing regions. With a projected population growth of 50% over the next 20 years, the natural beauty and quality of life that has attracted most of South Florida's residents is in serious jeopardy. Most notably, the current westward drift of the population toward the Everglades jeopardizes what is already an environmentally threatened area. Current growth and development patterns make it clear that planners in southeast Florida need to be more creative in the way they manage growth.

To combat and change the pattern of development in Southeast Florida, the Governor's Commission for a Sustainable South Florida developed the Eastward Ho! strategy, explained in the Commission's report *Eastward Ho! Revitalizing Southeast Florida's Urban Core.* Eastward Ho! is the Commission's effort to direct more of the population growth into the developed corridor between the Florida East Coast Railroad and the Chesapeake Seaboard Railroad. This corridor, just west of the Southeast Florida coastline, was chosen because of its existing infrastructure and opportunities for infill and redevelopment. By creating more attractive development opportunities within the redevelopment district, the Commission hopes that more people will settle between the railroads and fewer will choose to live in sprawling development west of the area.

The Eastward Ho! program has outlined three broad areas of concern: the physical characteristics of the area, from open space to public facilities management; the human characteristics of the area, which includes jobs and crime; and infill and redevelopment in the study area, which includes reclaiming contaminated sites and financing projects. To address these concerns, the *Eastward Ho!* report includes 44 recommendations designed to revitalize the urban core.

Key to the Eastward Ho! program are incentives to developers to use a more compact urban form in the Eastward Ho! study area. The recommendations encourage higher density development around transportation nodes, specifically near stops along the Tri-Rail system, which runs between West Palm Beach and Miami and has 17 stations. Efforts to bolster ridership on Tri-Rail will reduce dependancy on the automobile and consequently reduce congestion on the roads. "It's the key to our infill and redevelopment strategy," said John DeGrove.

One of the basic principles of the Eastward Ho! project is that sustainability as a concept must be applied broadly. The goal of protecting the Everglades depends on a viable and sustainable urban corridor in the Eastward Ho! study area. Keeping suburban sprawl from encroaching on the Everglades ecosystem means having attractive urban options for development and redevelopment.

Information about Eastward Ho! and other planning topics in southeast Florida can be seen at http:// www.sfrpc.com. *-Kevin Bryant*

say, to develop where we want developers to go than out on the edge to do sprawl development.

CP: Is there going to be any attempt to make it harder for them to do development out on the edge?

JD: Yes. By increasing the concurrency requirements out there. The main thing is to draw real urban growth boundaries and to reduce densities in areas outside those urban growth boundaries—reduce them very substantially.

CP: It seems like in this country you often hear people say, everyone wants their own home with a two-car garage, and a lawn, and so on and so forth. Do people want to live in compact developments? Given the choice, what do they choose? Also, have any surveys been done of this?

JD: Yes, there are some surveys, and we're going to promote additional surveys about whether people would be willing if given choices. Are there some people who would like to live in moderate-density communities in this Eastward Ho! corridor? This question has been raised all over the country, and everywhere we've given people well designed and attractive options there has not been a problem with the market. And that is certainly true of south Florida, because, as we are beginning to learn, a surprising amount of development is going on in this corridor, in the greater planning area as well as the corridor more narrowly defined. And there is a market for this stuff. At Mizner Park in Boca Raton, the most popular thing there are the 282 rental and condominium apartments that are up over the retail. What I need to know is who are those people living there, who are the people on the waiting list?

CP: And why are they deciding to live there. . .

JD: Why are they deciding they like that idea. Because I know a number of people whom I've talked to since we've started all this who say, "Listen, if we had a choice, we'd love to get out of way out west—it's not real far from where we are now, you understand—because we get caught in all this traffic. Give us some good options in the East and we'll take it, leave our sprawl suburbia behind.

We are very concerned with showing the development community that there is a market. Of course, we have a couple of developers working in this corridor who say "Hell, I know there's a market. I've already been developing the corridor. I have no trouble filling up my apartments, rental or condominiums, or even single-family stuff. What I have trouble doing is getting through your labyrinth of rules, regulations and things that make it hard for me to do anything."

We have a couple of developers. . . who say "Hell, I know there's a market. . . . What I have trouble doing is getting through your labyrinth of rules, regulations and things that make it hard for me to do anything."

CP: As these markets develop, as you hope, how will you prevent gentrification from occurring in some of the infill and redevelopment areas?

JD: A major, major issue. We have a whole center at Florida Atlantic University—CURE: The Center for Urban Revitalization and Empowerment, I think it stands for. The center is now under contract with DCA to work with these existing lower income communities, black as well as Hispanic and white, to make sure they don't just get wiped out by a gentrification process.

CP: Are there any particular tools or techniques they're are looking at using to prevent gentrification?

JD: Sure, including plans to upgrade some of these neighborhoods, and even expand them. We're developing a plan now where there already is a major expansion of a TriRail station underway. There's a lot of land there for infill or redevelopment, including a black community not too far away, and part of the design strategy is to expand and strengthen that community. There are still some federal dollars for moderate and low income housing. We expect to have Secretary Cuomo down here working with us in that corridor along with EPA and other federal agencies. The EPA is important because they're working with

us to overcome the problems of brownfields. You name it, we've thought of it, but we haven't necessarily figured out how to make it go. But we're not just going along in some kind of fool's paradise, is what I'm trying to say.

CP: Now, I've been in south Florida a little bit, and I remember seeing a lot of big shopping centers with a lot of big-box retailers.

JD: There are a lot of them down here. And a lot of them are half empty too.

CP: Are there any older shopping centers that people are looking at redeveloping?

JD: The answer to that is yes. Mizner Park is an old mall development that I voted for reluctantly when I was on the planning board in Boca Raton years ago. And the city finally decided that it was so ugly and not doing well, that they bought it and tore it down, and that's been redeveloped. That's one of the leading examples of mixed-use successful redevelopment through a public-private partnership.

CP: Now what's to stop people from just building more of the big-box shopping centers?

JD: Well, as you know, this is an issue across the country—how you can stop that. Of course land-use controls are one way you can do it. Or else you try to

Legislating Sustainability

In 1996, the Florida legislature passed the Department of Community Affairs' (DCA) Sustainable Communities Demonstration Project. The Sustainable Communities legislation is significant for two reasons. First, it is the first state legislation in the nation that specifically outlines sustainable communities as a legitimate interest of the state. Second, it codifies what the state of Florida will recognize as a sustainable community (see opposite page).

The Sustainable Communities legislation is designed to accomplish six principles of sustainable development: restoring key ecosystems; achieving a more clean, healthy environment; limiting urban sprawl; protecting wildlife and natural areas; advancing the efficient use of land and other resources; and creating quality communities and jobs.

One of the key aspects of the legislation is that it will give local governments more flexibility to plan as long as they observe the six principles of sustainable development and other criteria outlined in the legislation, which include establishing an urban growth boundary. As John DeGrove explained, "The local government gets that urban growth boundary set and it's free to do damn near anything it wants to inside that boundary. It's freed up from a lot of state rules and regulation, including by other state agencies."

According to Sue Mullins in *Florida Planning* magazine, "The department intends for the program to remove some of its strictly oversight duties and create conditions to encourage creative and innovative approaches." Participating local governments receive benefits such as exemption from DCA review of local comprehensive plan amendments within their urban growth boundaries and prioritized funding from state agencies.

To participate in the program local governments need to apply to the DCA. The initial legislation only provided funding for five local governments to participate in the program, but DCA is working on another round of legislation that will make the project a state-wide effort. Participating governments must continue to uphold the guidelines set out in the legislation to remain participants in the project. Despite concerns that there would be little interest in the Demonstration Project, 28 local governments applied for the five designated slots provided for in the enabling legislation.

Not all planners are jumping on the legislation's bandwagon. According to the April 1997 issue of *Planning*, Florida APA chapter president Thomas Pelham has warned that the legislation may be the first step in repealing the state's growth management laws. If the Sustainable Communities Demonstration Project is successful, it will be interesting to see if the two laws can co-exist effectively. *-Kevin Bryant*

Criteria for choosing sustainable communities—from the Sustainable Communities Demonstration Project legislation, Section 15, HB 2705

In determining whether to designate all or part of a local government as a sustainable community, the DCA shall:

A. Assure that the local government has set an urban development boundary or functionally equivalent mechanisms, based on projected needs and adequate data and analysis that will:

1. Encourage urban infill at appropriate densities and intensities, separate urban and rural uses, and discourage urban sprawl development patterns while preserving public open space and planning for buffer-type land uses and rural development consistent with their respective character along and outside of the urban boundary.

2. Assure protection of key natural areas and agricultural lands.

3. Ensure the cost-efficient provision of public infrastructure and services.

B. Consider and assess the extent to which the local government has adopted programs in its local comprehensive plan or land development regulations which:

1. Promote infill development and redevelopment, including prioritized and timely permitting processes in which applications for local development permits within the urban development boundary are acted upon expeditiously for proposed development which is consistent with the local comprehensive plan.

2. Promote the development of housing for low-income and very low-income households or specialized housing to assist elders and the disabled to remain at home or in independent living arrangements.

3. Achieve effective intergovernmental coordination.

4. Promote economic diversity and growth while encouraging the retention of rural character, where rural areas exist, and the protection and restoration of the environment.

5. Provide and maintain public urban and rural open space and recreational opportunities.

6. Manage transportation and land uses to support public transit and promote opportunities for pedestrian and nonmotorized transportation.

7. Use urban design principles to foster individual community identity, create a sense of place, and pedestrian-oriented safe neighborhoods and town centers.

8. Redevelop blighted areas.

9. Improve disaster preparedness programs and the ability to protect lives and property, especially in coastal high-hazard areas.

10. Encourage clustered, mixed-use development which incorporates green space and residential development within walking distance of commercial development.

11. Demonstrate financial and administrative capabilities to implement the designation.

12. Demonstrate a record of effectively adopting, implementing, and enforcing its comprehensive plan.

You have got to be careful about private property rights, but I'm convinced that we can do anything like that we need to do if we plan carefully and if we have a solid data base undergirding those plans.

do it through incentives and disincentives, and that's part of what Sustainable Communities will be about.

CP: So can you actually zone an area mixed-use and say you can't put a big shopping center here; you can only put a mixed-use development.

JD: Yes. Portland Metro's doing it, and we could do it. But you must have choices, and there will still be plenty of room for big-box retail. I mean, we may have more of them than we need already, you understand. I mean, that's just a matter of carefully crafted comprehensive plans and land-development regulations that are based on data. You have to be careful about private property rights, but I'm convinced that we can do anything like that we need to do if we plan carefully and if we have a solid data base undergirding those plans.

CP: I think I heard you say once that you don't see the private property rights folks as a threat, but it's kind of a thorn in the side of these efforts.

JD: It's not a threat; it's a thorn in the side. And I'll tell you why it's a thorn in the side: because of ignorance, often, on the part of county and city attorneys. Being very cautious has a chilling effect on changing land-development regulations and plans. "Gosh, maybe we'll get sued." So they say to city council, the county commissions, "Well, I can't guarantee you won't get sued under this Burt-Harris Private Property Rights Act we now have in Florida." I don't think there's any question that has had somewhat of a chilling effect, but fortunately we're getting more and more other local governments that have said "Look, if we do this carefully, we're going to go ahead and make the changes. We're going to do the things we need to do, and if somebody wants to sue us, let them sue." Boy, if you're not willing to stand up to that, even a mild private-property wrongs flaw, as I often call it, can shut you down practically. Just out of being super cautious. County and city attorneys are famous for being super cautious.

CP: Let me ask you about TriRail. What's being done to encourage more people to use that, as opposed to automobiles?

JD: Well, right now ridership is declining. And you say, my god you're putting all your horses on that to make sure Eastward Ho! works. Well the reason is, we're in the midst of double tracking this thing and that makes it difficult to maintain the schedule. The other thing we need to do is to integrate the east-west bus systems with the north-south TriRail system much better than they are now so that people not only will find the schedule of TriRail convenient but will find it easy to take a bus to the station. Only one county has made a major move in that direction, and that's Palm Beach through their Palm Trans which is their bus system. They adopted a six-cent local option gasoline tax a couple of years ago, and they dedicated three cents of it to updating their bus system and integrating it with the TriRail system in Palm Beach County.

I think TriRail ridership peaked at ten to twelve thousand folks a day. Projections are, if we can make all these improvements, you'd go to 35, 40, 50 thousand folks a day. I forget the exact projections, but they are very substantially greater than they are now. And that's feasible, but we have to make sure we get the money. And we're proposing—we're going to put this before the legislature next year—a regional tax to support the public transportation system, that is TriRail and the buses with maybe some of that money going to airports too. But mainly for surface transportation.

TriRail's has some bids out for some mixed-use development at the stations they now have and the stations they're planning. I'm pushing hard to ensure that those mixed uses include the maximum feasible amount of residential development as well as other uses, including retail and light industry.

CP: Can you tell us about the state role in Eastward Ho!?

JD: When the original decision was made to attempt to restore the Everglades ecosystem, there was a decision by the governor and others to establish the Governor's Commission on a Sustainable South Florida, a broad-based all-the-stakeholders-at-the-table group that began work three years ago.

About a year and a half into our work, we concluded that you couldn't restore and sustain the Everglades ecosystem unless we had different urban development patterns and unless we contained the projected 2 million population increase in Dade, Broward, and Palm Beach Counties, between now and the year 2020. Out of this we conceived the idea of a regional development and infill corridor generally running from Palm Beach County, through Broward County and into Dade County. And the specific strategy to implement that we named Eastward Ho! Eastward Ho!, Westward Woe—alright, if you want to get cute. To encourage mainly through incentives, now— not so much through a system of command and control; mainly through a system of powerful (we hope powerful) incentives—led by the Department of Community Affairs, carried out by the two regional planning councils and with a lot of contract work done with several folks including my center, the Joint Center For Environmental and Urban Problems, that has this whole region as its area of interest and concern.

CP: Does the Eastward Ho! program have the support of the Florida Department of Transportation?

JD: Yes, yes, I think it's fair to say it does. Our DOT is now (I'm trying to be careful how I say this), for the most part it's part of the solution instead of being, as it historically was, part of the problem. It does recognize the relationship between transportation, land use, and air quality.

CP: I have a question about the sustainable communities legislation. Part of the incentive package is for those communities that have been selected, they don't have to get DCA approval for a lot of. . .

JD: changes in their comprehensive plan or development regulations.

CP: Yes. My question is, does that serve as a contradiction to the state growth-management program.

JD: Sure, it would, if not for the fact that in order to become a sustainable community, you have to incorporate into your local plans and land development regulations these six principles of sustainability. And what they are, they reflect the goals of the growth management system.

CP: Does the state play an active role in maintaining, making sure those communities uphold those principles?

JD: Yes. It will be monitored through the state and regional planning councils. And, secondly, if a local government comes in and starts to amend its plan so that it violates the sustainable concepts and principles,

Growth Management Web Sites

http://rs6000.adm.fau.edu/other/jctrenvp/jcpage.htm

The home page of Florida Atlantic University's Joint Center for Environmental and Urban Problems provides information about the center's staff, programs, research projects, and publications. DeGrove's biographical sketch includes a good picture of him.

http:// www.lincolninst.edu/index.html

The Lincoln Institute of Land Policy's web site includes information on programs and publications on a wide variety of land use and land tax issues, including alternatives to sprawl, new urbanism, brownfields, ecosystem management, and conservation.

http:// www.multnomah.lib.or.us/metro/index.html

Metro's home page provides information on Portland's regional growth management services, parks and greenspace, solid waste management, and transportation planning.

http:// www.ior.com/cityhall/httpddoc/gma

This portion of the Spokane City Hall web site contains the full text of Washington State's Growth Management Act.

We're trying to build the incentives. . . for stronger intergovernmental coordination. . . that's one of the things you have to do to be a sustainable community.

then they have to go back to all the regulations they were subject to in the first place. But the focus in this is on incentives, on providing at least modest fiscal benefits, on trying to get state agencies to coordinate with each other to get development to occur the way we want, and to encourage local governments to clean up their own codes.

I've just been up in Martin County (one of the first five sustainable communities), north of here, trying to talk through how we can persuade Martin County to change their comprehensive plan and land development regulation to encourage sustainable development instead of low-density sprawl. They're proud of their plan, see, but their plan makes it very difficult to do mixed-use, you know the whole concept of New Urbanism—it makes it very difficult to do that sort of thing. And we're trying to figure out a strategy to get the strong supporters of environmental protection and growth management in Martin County to recognize that their plan almost requires low-density sprawl. If they don't change that, they're going to be the loser in the long run in protecting not only their urban quality of life but their natural systems also. And we spent a couple of hours, and we decided on some strategies, and we're going to start working with a couple of county commissioners and others up there to try to persuade them to change their ways. It's going to be tricky, because they're sort of dug in.

CP: Besides the transit network, how else are you trying to make the various local governments in the Eastward Ho! area work together?

JD: There are a lot of local governments in this corridor. First, I'll just say that's a challenge. That's why part one of the sustainable communities' principles is real intergovernmental coordination with your neighbors; that is, persuading local governments, not only do they need to plan for sustainability within their own limits, but this is a region-wide thing, and they have to plan with each other. But, you know, that's not a natural thing for local governments to do. And so we're trying to build the incentives in there for stronger intergovernmental coordination, and that's one of the things you have to do to be a sustainable community.

CP: What's the role of the regional planning councils in this?

JD: They have a critical role. They're being given substantial funding by the state, by the Department of Community Affairs, to help do the baseline studies, help document the land uses in the corridor now, document the development patterns going on in the corridor, where vacant land is, where there are opportunities, where there are barriers, where there are problems, identifying brownfield sites, you know, all the basic data about the corridor. You might think we'd have all that data. . . well, maybe you wouldn't.

CP: What's been the role of public involvement in Eastern Ho!?

JD: It's beginning to be extensive. Our Joint Center, for instance, is responsible along with 1000 Friends of Florida for putting together workshops all up and down the corridor with all sorts of neighborhood groups. But not just neighborhood groups—with developers, bankers—trying to involve every possible stakeholder in the corridor. And we've had our problems: we think we've found everybody that we ought to involve and then somebody pops up and says "Well, nobody's talked to me."

One of the things we feel we have to do is engage neighborhoods, engage communities, parts of communities, and of course, ultimately whole cities and whole counties. But it's has to be. . . we see that as just a huge challenge, to get all those actors in the corridor to get involved in the game, including some now who are either indifferent, skeptical, or outright hostile—those people, not just the ones who think this is a good idea. I'm willing to work to make it happen. Now there are other people who think it's a good idea but they're not willing to work to make it

happen; they just don't believe it's going to happen

CP: Are there any key champions within the corridor of the Eastward Ho! project outside of the governmental councils?

JD: Yes. The guy who actually coined the phrase "Eastward Ho!" is Roy Rogers, who is a vice-president for JMB Developers. They've done some of the major communities here in Boca Raton and down in Broward County, Weston, and others. It's kind of ironic, because Weston is a major community right out on the western edge, right, so Roy Rogers, their vice president, comes up with this Eastward Ho! concept. And he's a very enthusiastic supporter of it, by the way. So we have a cadre of developers, and people in banks even, and others. Our support is not only confined to government do-gooders like me.

We also have sceptics, people who don't think its ever going to go anywhere, except what was going to happen anyway. They're saying, you're not going to influence this in any way. And some of those are on the public side, and some are on the private side. It's yet to be seen how effective this whole thing is going to be. It's not something you can do overnight.

CP: Let's look out ten years. If you can make the Eastward Ho! project successful in ten years, what do you think will have made it so?

JD: I think being creative and involving the stakeholders in the region, getting them on board, persuading them it's a good thing, persuading them that moderate-density, environmentally friendly places are something they ought to welcome; showing them there's a good market—we have good evidence on that already—that there's a market when you give people choices for really well designed moderate-density places.

Our success in finding financing—finding the banks, the savings and loans, the government agencies, various kinds of federal initiatives we're now trying to pull in down here. That's going to be one, you know, you must have the funding or it's not going to happen, and this is funding for something that is different. I think another measure of success will be, we'll look and say "My god, we did manage to drastically upgrade TriRail, and we do have mixed-use developments in a lot of these stations; the bus systems have been integrated with TriRail, and TriRail is carrying 25, 30, 40, 45 thousand passengers a day."

CP: What do you see as the key components of effective state regional planning enabling legislation? If you were going to create John DeGrove's dream regional planning legislation. . .

JD: I think that in the first place, except in the unusual case of a state that doesn't need a strong regional component, there has to be a strong regional component. And there has to be a set of state goals and objectives, a state plan that reflects those, and those goals have to be reflected in regional plans and local plans. On the other hand, I think the thing has to be bottom-up as well as top-down. But I think that framework has to be there and the regional level has to have the capacity to see that local governments cannot go forward planning in isolation. If you don't have that then you don't get an effective regional governance system. That's all there is to it. It must have some top-down muscle, but it must have incentives, strong incentives to get local governments to play the game willingly.

CP: Let me ask you one overarching question. How do you know we've obtained a sustainable community? How will you know if you've reached the goal with Eastward Ho! for instance?

JD: Remember when I said that for any effective state or regional plan you must have a set of goals, a set of what-you-want-to-be-when-you-grow-up measures, if you will, a set of targets? I think you set them up, and what we've done is articulate them to a considerable extent in the Sustainable Communities criteria, and as you go along you measure what you're doing: have we stopped this sprawl? How much of this population increase are we accommodating in a broadly defined Eastward Ho! corridor? Are we continuing to sprawl? Did we give up on the Everglades agriculture area and now we have "Dell

The regional level has to have the capacity to see that local governments cannot go forward planning in isolation.

Webb Sun City" there? Or do we have sustainable agriculture out there that is no longer polluting the ecosystem. I mean, you must have these measures, right: how much mixed-use housing, how much low-income housing, how much job-producing things are we getting in the corridor?

CP: Is part of the process going to be, perhaps, to set some numeric goals?

JD: Absolutely. We know there are going to be 2 million more people—of course my environmental friends say, "Good god, DeGrove, you ought to be working on keeping them from coming, instead of accommodating them without ruining the region." Well, that's not my position, as you know. They're going to come; we'll be lucky if it's only two million. Look at the weather out here today. Suppose you were up there in New England fighting that black-ice, do they call it? I think that we must have measures, you know, milestones. You know all these words you planners use. We must have these built in so that we're constantly looking and asking, are we getting there? And if we aren't—this is where a new term (along with sustainability) has come on the scene: adaptive management. Adaptive management has been applied mainly in the natural systems restoration area. What it means is that you don't know everything about everything, the science of this stuff, and you never will probably, and so you have to start doing some things to correct the worst problems. You don't sit around until you know everything, because you'll never know everything.

Adaptive management means that you move ahead in such a way that you are constantly monitoring the impacts of what you are doing. You know that you are trying to achieve A, B, and C by moving ahead, and adaptive management means you have a system in place to see whether you are achieving that; and, if not, how you have to change things—adaptive management. You don't go forward in such a way that you close off all your options to do things differently, as the science gets better. That's especially important in the Everglades ecosystem. We still don't know a lot of things there, although we know a lot more than we did know.

CP: Do you think there has to be a regional planning system in place in a state before it can implement a version of the Sustainable Communities legislation or do you think the Sustainable Communities legislation can work on its own?

JD: The Sustainable Communities concepts are applicable just as much across the country as they are in this corridor here: the effort to grow smart instead of dumb. But the next question you ask is much more difficult to answer. Do you have to have a state or regional framework to make this concept work? Well, I have to tell you, I think there has to be some way to get local governments to work together in carrying out the Sustainable Communities concept because planning in isolation is what led us down this not-good path already, including a lot of unplanned sprawl—each local government doing its own thing, going its own direction, going its own way. I think you have to think about a meaningful regional framework to do this kind of thing, and that you can't have a meaningful regional framework without at least some clear enabling legislation from the state. I see regions, areas trying to do this sort of thing all the time without some kind of state or regional framework, and I think it's difficult if not impossible. CP

You can't have a meaningful regional framework without at least some clear enabling legislation from the state. I see regions, areas trying to do this sort of thing all the time without some kind of state or regional framework, and I think it's difficult if not impossible.

Planning News Digest

$mart Growth Network

The federal government is working to improve development with a new partnership program called the $mart Growth Network, which was officially launched in July 1996 by the US EPA's Urban and Economic Development Division (UEDD). The Network grew largely out of UEDD's work with the Sustainable Communities Task Force of the President's Council on Sustainable Development. Accordingly, they have adopted the motto, "Metropolitan development that serves economy, community and environment." The dollar symbol in "Smart Growth" is indicative of the program's emphasis on fiscally as well as environmentally responsible development.

As its name implies, the $mart Growth Network works to build coalitions among private, public, and non-profit organizations who make land use and development decisions across the country. The Network consists of partners and members. Partners assume an active role in program implementation, as specified through a cooperative agreement or contract with the EPA. The ICMA (International City/County Managers Association), for instance, will be running the membership program.

Partners are also active in research. For example, the Natural Resources Defense Counsel, the American Farmland Trust, and the Surface Transportation Policy Project are working on an econometric model of growth to be used in guiding local development decisions. The model is comprehensive in scope, assessing the fiscal, transportation, infrastructure, and environmental impacts of urban development.

Members may use the $mart Growth Network as a resource for information and referrals. They also teach each other how to grow more responsibly through the Network's peer matching program, conferences, and newsletter. UEDD hopes that interaction among members will encourage separate partnerships around development issues. Such partnerships are particularly important for successful regional environmental programs.

Members also receive technical assistance through the $mart Growth Network, which is in the process of assembling a "tool kit" for better understanding the impacts of development. The tools target everyone from local government and planners, to developers and the construction industry. For example, a community concerned about the proposal of a conventional, sprawling development might turn to "A Guide to Best Development Practices" for ideas on alternative development designs and implementation strategies. Developers and businesses can utilize the "Eco-Industrial Park Optimization Model" to design a profitable and environmentally-sound facility. To win the support of the city council, the "Costs of Sprawl Model" may be used to illustrate the fiscal impacts of conventional versus alternative development patterns. The community can even examine financing options with the "Borrower's Guide for Brownfields Private Financing," and "Infill Redevelopment Financing Fact Sheets."

Another interesting effort is the Location Efficient Mortgage project. A GIS tool has been developed to identify "location efficient" areas where automobile use is reduced because of the availability of transit alternatives. UEDD is working with the Center for Neighborhood Technology and the Environmental Defense Fund on a new mortgage product that factors these transportation related cost savings into the lending rate for homebuyers. A pilot project in Location Efficient Mortgages is being planned for up to three major U.S. cities.

As the population continues to grow, it will become increasingly crucial that development be economically, socially, and environmentally responsible. By providing a forum for communication and resources for the development community, the $mart Growth Network takes us in the right direction.

For more information, contact the $mart Growth Network at (202) 260-2750 or visit their web site at http://www.sustainable.org/SGN/sgn_index.html.

Junko Peterson *is a candidate for a Master's in Regional Planning at UNC-Chapel Hill.*

Web Search: Data Resources for Planners

http://govinfo.kerr.orst.edu

The Government Information Sharing Project at Oregon State University provides data, available through interactive retrieval, from the 1990 Census of Population and Housing; the 1992 Economic Census; the 1996 USA Counties; the 1982, 1987, and 1992 Census of Agriculture, and Regional Economic Information System 1969-1994. The site also provides links to other government sources, including the U.S. Government Printing Office, the Congressional Record, and the Library of Congress.

http://www.lib.virginia.edu

The University of Virgnia Library provides both geospatial and statistical information. Geospatial data includes an interactive program for mapping Virginia data at the state and county levels as well as links to other web sites providing federal and state geospatial data. Statistical data includes interactive retrieval of data from County Business Patterns 1977-1994 and the 1988 and 1994 County and City Data Books.

http://sunsite.unc.edu/reference/docs

The University of North Carolina at Chapel Hill's library provides links to web sites providing a wide range of government information at the local, state, federal, and international level.

http://ncinfo.iog.unc.edu

The Institute of Government's web site provides information on IOG programs and publications, as well as links to a wide variety of local, county, state, regional, and federal government resources relevant to North Carolina and the Southeast.

http://sedac.ciesin.org

The Socioeconomic Data and Applications Center (SEDAC), operated by the Consortium for International Earth Science Information Network (CIESIN), provides information that "integrates social and natural science data in ways useful for decision making." One of their current projects provides integrated population, land use, and emissions data. Part of SEDAC's web page provides interactive mapping of 1990 Census data at the block group, tract, county, state, and federal level (to access directly go to sedac.ciesin.org/plue/ddviewer/). The maps are a bit crude, but the data base includes a wide variety of census data, and the mapping engine allows for a fair amount of control over the way the information is presented.

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*Compiled by **Jennifer Hurley**, candidate for a Master's in Regional Planning at UNC-Chapel Hill.*

Organizational Profile: Sustainable America

Sustainable America (SA) is a recently created national nonprofit organization with a geographically and racially diverse membership. SA's mission is to serve as a catalyst for a variety of activities that support: (1) diverse and strong local and regional economies; (2) sustainable resource use; (3) good jobs with family supporting wages; and (4) community control and intelligent leadership to shepherd a range of institutional innovation, public policy changes, and economic development strategies aimed at creating economies that serve current and future generations. Current activities include:

- Coordinating Work Study Groups that focus on worker/human rights, welfare reform, rural development, and environmentally friendly taxes;
- Managing the technical assistance bank—a skills and resource exchange program for members;
- Producing a newsletter, SA TALKS, and an interactive Internet site, www.sanetwork.org;
- Developing a series of seminars and training modules that SA will provide to bring the innovations of sustainable economic development to the membership and beyond;
- Sponsoring the annual General Assembly—an inspiring gathering of the membership that includes skill-building workshops, elections of the leadership, and guest speakers; and

(continued on page 45)

Estimating the Size of Households and Number of School-Aged Children in New Development:

Applications for Forecasting and Impact Analysis

Emil E. Malizia

Urban and regional planners forecast population size and number of school-aged children to estimate the demand for public facilities and services over near-term and long-term planning horizons. They also estimate the economic, environmental and fiscal impacts of new development projects on local jurisdictions. State planners forecast public-school enrollments generated by county-level residential development and demographic change. Accurate estimates of the size and composition of households are needed for these important planning purposes.

The best information available to planners comes from the decennial *Census of Population and Housing* and related census reports. Information from other U.S. Department of Commerce sources is also widely used. For example, the Bureau of Economic Analysis provides long-term forecasts of population, employment and earnings for counties, metropolitan areas, economic regions and states. Unless planners have the resources to conduct local field surveys, they rely on these federal sources and on state data centers that compile statistics from various state and federal agencies. For example, the State Data Center in the North Carolina Office of State Planning performs this function.

This article reports the results of a recent telephone survey of households in five large urban areas of North Carolina. The survey results are compared to estimates from the 1990 Public Use Microdata Sample (PUMS) for these urban areas of the state. These 1% and 5% samples provide detailed demographic, economic, and housing information for counties, states, and other areas in the United States. The purpose of the comparison is to see whether the 1990 reported values for single-family detached dwelling units and apartment units in the 5% PUMS remain accurate in the late 1990s. In addition, the values for single-family houses and apartments are compared.

The results indicate that the characteristics of North Carolina households have changed since the 1990 census. Planners should be able to use these new household size and composition estimates for recent development to adjust the parameters they currently use. Results for all units are applicable in forecasting, while differences by housing type are applicable in impact analysis.

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Sample Survey

In October 1996, researchers at the University of North Carolina at Chapel Hill's Center for Urban and Regional Studies conducted a telephone survey of randomly selected housing units. The sample focused on recently built housing in five metropolitan areas: Asheville, Charlotte, the Piedmont Triad, the Research Triangle, and Wilmington. This focus was taken because planners are most interested in recently built housing when making near-term forecasts, conducting impact assessments, or assessing impact fees. The Apartment Association of North Carolina sponsored the survey.

The survey was specifically intended to determine the number of persons per dwelling unit and the number of children per unit being sent to public schools for households living in apartments and single-family dwellings. The questions pertained to household size; number, age and grade level of children; public, private or home schooling; tenure of the household in the dwelling, county, urban area and state; and housing size, value or rent and age. Results were tallied for 216 apartment units and 239 single-family housing units—455 units in all.

Results

Exhibits 1 and 2 show the survey results for household size and composition for all units and for apartments and single-family housing. Exhibit 1 gives average generation rates. "Generation rate" is the term used to indicate the number of persons "generated" by the average household in one age or schooling-status cohort. Exhibit 2 presents the standard errors. (Estimated standard errors are the standard deviations of the sampling distribution of sample means that are used to determine whether the mean values are statistically significant.) Each row in Exhibit 1 is additive. That is, the number of children 18 or younger per dwelling unit is the sum of preschool children per unit, children receiving private or home schooling per unit, and children in public school per unit for three different grade levels. The number of children

Exhibit 1. Population, Age Cohorts and Schooling Status by Housing Type: Average Generation Rates per Unit

Type of Unit	Pre-School (0-4 yrs.)	Grades K-5	Grades 6-8	Grades 9-12	Priv./Home School	Children <19 yrs	Adults	Persons per Dwelling Unit
All Units	0.2102	0.2374	0.0879	0.0879	0.0953	0.7187	1.9383	2.6586
Single Family	0.3002	0.3264	0.0921	0.1130	0.1432	0.9749	2.0840	3.0630
<3 BR	0.2000	0.0667	0	0	*	0.2667	1.4667	1.7333
Three BR	0.3333	0.2857	0.0556	0.0714	*	0.7460	2.0320	2.7840
>3 BR	0.6224	0.4184	0.1531	0.1837	*	1.3776	2.2449	3.6224
Apartments	0.1106	0.1389	0.0833	0.0602	0.0422	0.4352	1.7778	2.2130
One BR	0	0.0200	0	0	*	0.0200	1.3400	1.3600
Two BR	0.1282	0.1026	0.0598	0.0342	*	0.3248	1.7350	2.0598
Three BR	0.3673	0.3469	0.2245	0.1837	*	1.1224	2.3265	3.4490

* Pre-school children and children in private or home schooling were combined as one category in the data set. Note that average generation rates for Grades K-12 pertain to public schools only

Exhibit 2. Population, Age Cohorts and Schooling Status by Housing Type: Standard Errors for Average Generation Rates per Unit

Type of Unit	Pre-School* (0-4 yrs.)	Grades K-5	Grades 6-8	Grades 9-12	Children (<19 yrs)	Adults	Persons per Unit
All Units	0.029	0.026	0.014	0.015	0.046	0.034	0.061
Single Family	0.047	0.040	0.020	0.024	0.067	0.049	0.085
<3 BR	0.145	0.067	0	0	0.182	0.165	0.316
Three BR	0.055	0.052	0.021	0.023	0.083	0.060	0.106
>3 BR	0.083	0.071	0.039	0.049	0.106	0.083	0.123
Apartments	0.032	0.029	0.021	0.016	0.056	0.049	0.079
One BR	0	0.020	0	0	0.020	0.068	0.074
Two BR	0.039	0.035	0.025	0.017	0.063	0.054	0.083
Three BR	0.095	0.085	0.067	0.056	0.156	0.089	0.168

* Children in private or home schools are included with pre-school children.

per unit plus the number of adults per unit equals the number of persons per unit.

These average rates can be compared to PUMS results and to other sources frequently cited in the impact analysis handbooks. For example, the following values pertain to housing in the South according to information in the 1985 *American Housing Survey*, compiled by the U.S. Census Bureau, and widely cited and applied in impact studies:

Average Household Size (persons per household)
- 2.34 2BR Single Family
- 2.96 3BR Single Family
- 1.30 1BR Garden Apartment
- 2.14 2BR Garden Apartment
- 2.76 3BR Garden Apartment

School-Aged Children per household
- 0.679 Single Family
- 0.199 Garden Apartment

Exhibit 3 provides information compiled from the North Carolina PUMS. The PUMS statistics pertain to the five metropolitan areas in the telephone survey; PUMS data are also available for the other four metropolitan areas in North Carolina—Burlington, Fayetteville, Hickory, and Jacksonville.

Analysis

The averages from the 1990 PUMS in Exhibit 3 are treated as if they were the true population parameters for purposes of this analysis because they are based on a large (5%) random sample and are therefore highly accurate. The survey results in Exhibit 1 are clearly different and generally higher than the 1990 PUMS data in Exhibit 3, indicating that household size may have changed since 1990 and may be different for recently built housing. Are these differences statistically significant, or could they have occurred by chance?

Testing the hypothesis that average values from the sample survey equal the PUMS averages at the one-percent level of significance answers the question. If the test statistics are sufficiently larger than zero, the hypothesis is rejected since the differences between the survey results and the PUMS data have less than a one percent probability of occurring by chance.

The tests indicate that significant differences exist between PUMS data and the survey results. Five out of seven average rates for all dwelling units are significantly different than the rates in the PUMS. The average per-unit rates for number of persons, number of children, number in K-5 and number of pre-school, private school or home school children are higher in the survey. The per-unit number in high school is lower in the

Exhibit 3. Public Use Microdata Sample (PUMS) 1990: Population, Age-Cohorts and Schooling Status by Housing Type (Average Generation Rates per Unit)

Type of Unit	Pre-School* (0-4 yrs.)	Grades K-5	Grades 6-8	Grades 9-12	Children (<19 yrs)	Adults	Persons per Unit
All Units	0.200	0.172	0.089	0.122	0.582	1.897	2.479
Single Family	0.211	0.185	0.100	0.138	0.634	2.013	2.647
<3 BR	0.132	0.069	0.030	0.056	0.296	1.524	1.820
Three BR	0.131	0.107	0.048	0.055	0.341	1.735	2.076
>3 BR	0.239	0.213	0.119	0.166	0.838	2.013	2.851
Apartments	0.165	0.129	0.051	0.069	0.415	1.528	1.935
One BR	0.043	0.021	0.002	0.009	0.075	1.135	1.210
Two BR	0.052	0.028	0.012	0.016	0.108	1.244	1.352
Three BR	0.205	0.137	0.051	0.063	0.455	1.618	2.073

* Children in private or home schools are included with pre-school children.

survey. Average rates for children in Grades 6-8 and for adults are not significantly different than the PUMS results.

Differences in public school impacts probably reflect the fact that the average household in the PUMS has older adults and older children present. These results are not strong enough to recommend changing the school generation rates used for planning purposes. On the other hand, the number of persons and the number of children per unit are significantly higher in the survey than in the PUMS. Planners may underestimate the increases in population and number of children generated by recent residential development if they rely on PUMS statistics alone.

The average generation rates for households living in apartments are significantly different in two of seven cases. Number of persons and number of adults per unit are higher in the surveyed apartments compared to PUMS. There are no differences between the per-unit average rates for number of children by schooling status.

Conversely, surveyed single-family housing units generate more population and children than the PUMS statistics would indicate. The average rates are significantly larger in four of seven cases. The per-unit averages from the sample survey are higher for number of persons, number of children, number of pre-school children or children in private or home schools, and number of children in grades K-5. These results suggest that using PUMS statistics for the number of persons and the number of children per unit may result in underestimates if applied to recently built single-family housing.

Planners may underestimate the increases in population and number of children generated by recent development if they rely on PUMS statistics alone.

As shown in Exhibit 1, the differences for persons per household and children per household by housing type generally confirm our expectations. The existence of differences by housing type is consistent with empirical results from the American Housing Survey and other national and local surveys of housing in the Southeast. On the basis of difference-of-means tests, single-family houses have more persons per unit and more children per unit than apartments, and these differences are highly statistically significant. The rates for single-family houses are higher than the apartment rates for every category. For example, all apartment units generate 0.435 children per unit, or less than half the single-family generation rate of 0.975 children per unit. Thus, new apartments generate less demand for public education and for other demographically-driven public services per unit than new single-family housing in these North Carolina urban areas.

The results for units by number of bedrooms are interesting. As expected, the rates for apartments with one bedroom, the smallest dwelling units, are the lowest while the rates for houses with four or more bedrooms are the highest. The overall difference amounts to about one additional adult and one additional child living in a single-family house with four or more bedrooms compared to a one-bedroom apartment. On the other hand, the rates for two- and three-bedroom apartments compared to two- and three-bedroom houses are quite similar. Two-bedroom apartments appear to generate more population and school-aged children than two-bedroom houses. However, these differences are not statistically significant, primarily because the small number of two-bedroom houses results in relatively high standard errors. The PUMS statistics support this conclusion; average rates for one- or two-bedroom single-family houses are slightly higher than rates for one- or two-bedroom apartments.

The average rates for three-bedroom apartments are higher than the rates for three-bedroom houses and usually lower than the rates for houses with four bedrooms or more. The statistical analysis indicates that differences in the former are significant while the differences in the latter are not. That is, the impacts of three-bedroom apartments are greater than the impacts of three-bedroom houses. Also, three-bedroom apartments have the same average impact on the public schools as houses with four or more bedrooms. However, each standard error for three-bedroom apartments in Exhibit 2 is higher than the comparable standard errors for both three-bedroom and four-bedroom or more single-family units. The PUMS results indicate virtually no difference between three-bedroom households living in apartments compared to single-family housing.

Interpretation

In most urban areas, the average cost of apartments (monthly rent) is less than the comparable cost of single-family housing (imputed monthly rent or monthly carrying costs). In general, the size of apartment units is smaller than the heated square footage (SF) of single-family housing while development density is greater. Apartment households live at higher densities per SF than single-family households.

Differences in dwelling-unit cost, size and density arise because apartment complexes serve different market segments than single-family housing. Thus, the characteristics of the occupants are different. Apartment dwellers tend to have less income and less certainty about continued residence in the area. Apartments are attractive to newcomers and to smaller households consisting of single persons, unrelated individuals, or families at the early or late stages of the family life-cycle. Owner-occupied housing has usually represented an attractive investment vehicle for building net worth and a preferred environment for raising children.

These differences help explain why recently built three-bedroom apartments in the sample survey have greater demographic impacts than single-family houses with three bedrooms. First, as the number of children in a household increases, less affluent households are more likely to remain in apartments while more affluent households purchase single-family houses. Second, more affluent newcomers often prefer to rent an apartment and then search for a single-family home. Households with children would tend to occupy three-bedroom apartments before purchasing homes with three or four bedrooms or more.

Other Findings

The sample survey information on the number of bedrooms, number of bathrooms, square footage and value of single-family houses was also analyzed. Correlation analysis determined how closely related these variable were. High correlation coefficients would allow planners to use information on number of bedrooms or bathrooms, for example, to estimate unit size and value.

All correlation coefficients among these four variables are statistically significant. Not surprisingly, the highest correlation is between single-family housing square footage and value ($r = 0.883$). The next highest correlation coefficients for single-family units are between number of bathrooms and square footage ($r = 0.804$) and number of bathrooms and value ($r = 0.786$). Thus, number of bathrooms is a better predictor of housing size and housing value than number of bedrooms. Yet these correlation coefficients are not high enough to recommend using room count variables to estimate unit size or value.

Exhibit 4 gives the average length of residence for a household in a single dwelling unit, county, urban area or the state of North Carolina. For both housing types, the average duration of residence increases from a single dwelling unit to a county or urban area to the state, and these values are all statistically significant. The difference between years lived in the county and in the urban area is not significant.

The length-of-residence values for single-family houses and apartments clearly show the expected result that single-family households are relatively less mobile than apartment dwellers. All differences are highly significant. The average single-family household surveyed has lived in North Carolina and

Exhibit 4. Average Tenure of Households by Housing Type

	Years of Residence in:			
Type of Unit	Dwelling Unit	County	Urban Area	North Carolina
All Units	3.240	9.069	10.056	15.648
Single-Family	5.208	11.979	13.140	18.662
Apartments	1.079	5.888	6.684	12.367

Exhibit 5. Demographic Impacts of Two Hypothetical Residential Development Projects

Type of Unit	Number of: Persons	Children	Children in Public School
Single-Family (200 units)			
PUMS rates	529	127	85
Survey rates	613	195	106
Apartments (200 units)			
PUMS rates	387	83	50
Survey rates	443	87	56

in one of the five urban areas for some time. The representative household usually stays in the same county after moving to the urban area and finds new housing within that county. The statistics indicate that most households have moved into their current residences from another location within the state.

The average apartment household surveyed has lived in the unit for about one year. On average, apartment households have lived in the county or urban area six or seven years. These results indicate that the average household occupying recently built apartments consists of persons who are not newcomers but have lived in the urban area for some time and in North Carolina for over 12 years, as Exhibit 4 shows.

Planning Applications and Conclusions

In Exhibit 5, the results for two hypothetical 200-unit projects are compared. State and local planners using the PUMS data would forecast the demographic impacts from the 400 units of residential development shown in the two rows where PUMS rates are applied. The demographic impacts shown in the next two rows are calculated using the sample survey rates for all single-family housing and all apartment units. The demographic impacts are considerably higher when using the sample survey average rates for each type of housing.

This research is not sufficiently comprehensive to warrant substituting sample survey average generation rates for PUMS-based generation rates. However, planners with the task of forecasting the impacts of recent residential development should expect that using average rates derived from the 1990 PUMS will generate underestimates of the demographic impacts resulting from this development. *They may want to consider increasing the average rates using the sample survey-based rates shown in Exhibit 1 as the upper limits and the PUMS rates for their area as the lower limits.*

Planners must make judgments to forecast the impacts of growth. They usually do not have the resources needed to collect primary data. To the extent that they have to use secondary data from federal and state sources to make informed forecasts, they should view the sample survey results reported here as an additional information source available for their use. The results should be particularly helpful in estimating the near-term impacts of new residential development. CP

Related Internet Resources

http://www.ciesin.org/datasets/pums/pums-home.html

The Public Use Microdata Samples home page, maintained by the Socioeconomic Data and Applications Center, provides interactive query of the 1970-1990 PUMS data and documentation for each dataset from 1940-1990.

New Urbanism in Practice

Jim Earnhardt

In the past 10 years, New Urbanism (also known as traditional neighborhood development or neo-traditional planning) has emerged as an important philosophy of land use planning. Correspondingly, numerous articles in industry-specific publications such as *Planning, Urban Land,* and *Landscape Architecture* as well as mass audience publications like *Newsweek* and *Consumer Reports* have extolled the virtues and flaws of New Urbanism. This article assumes the reader understands the basic tenets of New Urbanism and has already formed an opinion on its effectiveness as a land planning model. Instead of introducing the concepts, this article focuses on putting the philosophy into practice through a review of a specific New Urban community currently under development from the perspective of a member of the development team. This review includes a description of the evolution of the project from the original idea conception, through the entitlement process, up to the building of the initial phases of the development. In the course of the review, the author identifies both positive and negative consequences resulting from the public and private interaction that is an important and unavoidable part of the development process.

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Introduction

It would be difficult to imagine that anyone involved in the planning profession has not seen, read about, or discussed one of the "marquee" New Urban developments and their high profile designers. In fact, the two story walls of the sales office at Seaside (the most heralded New Urban project) are covered like wallpaper with articles about the community, photos of landmark buildings, and countless rendered plan views. Additionally, there are pictures of the husband and wife architecture/planning team, Andres Duany and Elizabeth Plater-Zyberk, who have attained popular fame during the course of their relentless promotion of New Urbanism as a better way of planning. On the other side of the country, Peter Calthorpe has enjoyed great notoriety as a designer of numerous New Urban projects that include a focus on public transportation. The new Disney project, Celebration, has received intense scrutiny in its short life of construction. Because of the high profile nature of its developer, Celebration will likely dominate the coverage of New Urban development over the coming years—either to the benefit or the detriment of the philosophy.

There are many other New Urban communities across the country, however, that have not received the same national media coverage but are just as important as laboratories for the practice of the planning philosophy. Examples include projects such as Haile Plantation in Gainesville, Florida, where a vibrant town center is taking shape in the middle of a more conventional suburban development and Port Royal, South Carolina, which integrates affordable housing into the re-establishment of an urban center of a neglected town. Just down the road from the University of North Carolina at Chapel Hill, another

New Urban community, known as Southern Village, is under development. This project is far enough along that it is worthwhile to examine its progress while identifying both positive and negative impacts resulting from the public/private planning process.

Project Evolution

Small Area Plan

The early seeds of Southern Village were planted in the late 1980s when the Town of Chapel Hill undertook the creation of a Small Area Plan for the 2700 acre area within the extraterritorial planning jurisdiction immediately south of the existing town limits. The creation of this plan involved a committee consisting of members of the Town staff, public officials and local citizens. The plan evolved out of specific goals that the committee established for the area based on its existing form and expected growth patterns. By early 1992, the committee had created a plan which sought to protect the rural character of the area as well as prevent traffic congestion, but which also could accommodate the unavoidable growth expected over the coming years. These seemingly contradictory goals were met through a re-allocation of densities. Instead of zoning the area with uniform densities, the committee proposed a zoning scheme that concentrated development within a designated portion of the area through up-zoning and protected the rural character of the remaining acreage by down-zoning.

The Site

The site the committee designated for the concentrated development was selected primarily because of its prime location (near a major intersection and close to Chapel Hill), as well as the fact that it was one of the largest undeveloped tracts (about 300 acres) in the study area. The fact that the tract was for sale also contributed to its feasibility for development in the near future. The property, located along the existing southern boundary of the Town limits, is only slightly more than a mile away from the University of North Carolina hospital complex and just two miles away from the Town's central business district. The committee recognized that this proximity could allow for the efficient transmission of urban services like water and sewer as well as public transportation and also provided an opportunity for an eventual bike and pedestrian link into Town as road improvements took place.

Project Goals

The Small Area Planning committee set limited goals for the area of concentrated development which they referred to as the "Southern Village." They hoped for a place that would be pedestrian and transit friendly, would provide ample open space and recreation space, and that might eventually have a commercial component that could serve the needs of the Village residents. In essence, the committee described a place that had many of the characteristics espoused by a growing number of planners who referred to this philosophy as New Urbanism.

The Private Sector Steps In

In June of 1992, the Chapel Hill Town Council adopted the Small Area Plan for the southern area. The general notion was that the actual implementation of the Plan would take place over an extended period of time. The development of the Southern Village, which was the cornerstone of the Plan, would occur when a private developer stepped forward who was willing to incorporate the key components of traditional neighborhood development. Probably to the surprise of local officials and citizens, not long after the adoption of the Small Area Plan, a developer stepped forward who was eager to put the ideas into practice.

This developer, D.R. Bryan, had originally read about neotraditional planning and its application by Duany and Plater-Zyberk at Seaside in an *Atlantic Monthly* article published in 1987. At the time, he was involved in residential development ranging from small infill projects to conventional suburban neighborhoods. Though he was intrigued with the ideas presented in the article, he was not sure of its acceptance by the market on a broad level, particularly in the suburban areas he was developing. He recognized, however, that there were aspects of the philosophy, such as interconnected street networks and continuous sidewalks, that made sense and could be incorporated into most plans.

In 1992, a land broker informed Bryan of a tract of land for sale in Chapel Hill that had been designated for development as a "village." Bryan was attracted to the prime location of the site though still skeptical of the universal appeal of neotraditional planning. Nonetheless, he studied the Small Area Plan and spoke with Town officials about their vision for the

Southern Village. He also researched other neotraditional developments that, unlike Seaside, were marketed as primary home communities. He visited two of these—Kentlands in Gaithersburg, Maryland, and Harbortown in Memphis, Tennessee—and liked what he saw. More importantly, he recognized that the plans of these new communities did not represent a radical change in development patterns, but instead, simply emulated the land plans developed in the early twentieth century that now often represented the most desirable places to live in many cities. There were many local models of these older neighborhoods to pattern a new community after—places like Cameron Park in Raleigh, West End in Winston-Salem, and Dilworth in Charlotte. Each of these communities, which were the suburbs of their day, represented very strong markets for prospective buyers.

Bryan's marketing study for Southern Village consisted basically of a gut feel that if people were willing to pay top dollar to live in houses with substandard plumbing and electrical systems and out-dated floorplans, then there was a good chance homebuyers would be willing to consider new communities with homes built to meet modern demands but that have similar land patterns as these earlier neighborhoods—especially if the location was right. Though it would take awhile for a new community to establish the feel of an old neighborhood that only time and maturity can provide, he hoped that this gap could be bridged by the modern conveniences provided by new homes.

The plans of these new communities did not represent a radical change in development patterns, but instead, simply emulated the land plans developed in the early twentieth century.

In the case of Southern Village, the location was right. As mentioned earlier, the Village site was virtually next door to the University and just down the road from probably the State's most vibrant downtown. The Town's permitting process presented a double-edged sword. Over the years, Chapel Hill had distinguished itself as one of the most difficult places to develop property on the East coast, much less North Carolina. This difficulty was evidenced by a lengthy, time- and money-consuming review process, in which approval was by no means guaranteed. Additionally, the citizenry had a reputation of being generally opposed to growth and tended to elect officials having similar sentiments. The positive aspect of the difficult approval process was more strategic in nature—due to restricted competition (since most developers chose to avoid the entitlement risk), the local market was somewhat insulated from the swings of the business cycle that could have a major detrimental impact on a long term project. Bryan also wagered that Southern Village would have an easier route through the approval process since the idea was really the result of the Small Area Plan committee which consisted of many of the stakeholders who would review and judge the project.

Having gotten comfortable with the project, Bryan put the land under contract, and during the last half of 1992, he and his design team worked with the Town staff to create a masterplan for Southern Village. This planning stage included design charettes in which many alternative plans were critiqued and adjusted. Upon agreement with the framework of the masterplan, Bryan's design team begin to work through the details of the plan with the Town staff. Recognizing that many of the design components of the plan had not been employed locally for almost 50 years, Bryan hosted visits to new traditional neighborhoods under development, such as Kentlands, as well as older communities, such as West End, which had similar topographical conditions to the Southern Village site. Bryan hoped many potential points of conflict would be eliminated before going too far into the design process.

The Approval Process

The masterplan as well as a specific application for development of the first residential phase were presented to the various advisory boards and Town Council during the first half of 1993. During the course of these presentations, there was generally unanimous support of the plans. Because of the size of the project (at the time, the largest proposal

It is critical to involve all stakeholders in establishing the foundations of New Urban communities.

considered in Chapel Hill), the Council reviewed the plans over a four month period, though there was virtually no public opposition during the hearings. The only speakers against the project were concerned about the amount of environmental disturbance necessary to build an urban village and the inclusion of office space in the commercial center (the Small Area Plan had envisioned only retail space). In the end, the project was approved unanimously by the Town Council.

The approval of the construction documents did not go as smoothly. Whereas in most municipalities, approval of such documents takes 30-60 days, it took about 9 months for Southern Village to gain the grading permits necessary to begin development. This delay was partially the result of not fully resolving the details of the plan during the initial review by the Town staff. During the construction approval process, it became apparent that some Town departments did not share the same enthusiasm about the project as other departments. These divergent views and resulting internal conflicts served to further complicate the review and timely approval of the plans.

Consequently, construction of the infrastructure finally began in the middle of 1994. Construction of the first homes started later that year, and in 1995, the first residents of the Village began moving in. As a demonstration of the direction of the new community, a corner store and cafe with offices on the second floor were constructed in the first residential phase. The first of 250 multi-family homes were started in 1995 and were ready for occupancy in 1996. A Park and Ride lot near the commercial area was opened in 1995. An existing daycare provider bought a parcel near the Park and Ride to build their new home and opened for business in 1996. The first of several office buildings was built in late 1996 at the entrance to the commercial area. To date, about 120 of the 200 planned homes for the first neighborhood have been completed. However, no specific plans for the retail component have been established.

Given the long lead times created by the extended approval process in Chapel Hill, preparation of plans for the remaining acreage within the masterplan was started in early 1995. These plans, which included 4 more single family neighborhoods (including about 550 homesites), another multi-family project (with about 120 units), and a recreation complex, were first submitted to the Town in the first quarter of 1995. The staff review of these plans was complicated primarily by the design details of a state-mandated water quality facility instituted by a recently approved watershed protection ordinance. Another large project was also tracking through the Town review process concurrently and thereby made scheduling for Town Council meetings difficult. After several resubmittals (reflecting slight modifications), the applications were presented to the Council in May of 1996.

Unlike the first Public Hearings in 1993, this round of Hearings was contentious. Numerous citizens spoke against the project. Most of the opponents felt that the density was too high. Others argued that the site was not the best place for the Village because of its hilly terrain. A few opponents argued against proposed stub-outs that would connect the Village to other presently undeveloped tracts of land. Finally, other opponents were concerned about the project's traffic impact on outlying roads. It is worth noting that the density presented in the second round of hearings was actually lower than that originally approved in the masterplan process. Also, the same hilly terrain was illustrated in the initial public hearings and multiple stub-outs to outlying properties had always been shown on masterplan drawings. The concern about traffic impact was somewhat ironic since one of the central themes of the original plan was providing legitimate means of reducing auto trips by incorporating a park and ride lot into the design, as well as providing an eventual pedestrian and bike link into town and a commercial center that could allow residents to walk to shopping and work.

In analyzing the opposition, it became apparent that only a few individuals were driving the process, primarily because these individuals owned property that backed up to the planned future phases. Nonetheless, slight modifications were made to the plans. These changes dealt with proposed densities along the periphery of the site near existing neighborhoods. Specifically, townhomes that were originally scattered throughout the site (including the periphery) were confined to a more central area within

the Village allowing for a tapering of density along the edges of the site. The slightly modified plan was approved in November of 1996—about a year and a half after the original submittal for these phases. The Town staff is currently reviewing the construction drawings created for these plans. These final drawing approvals should be in place by mid-1997. Construction of the project is expected to continue through 2002.

Successes

Given that the planning aspect of Southern Village is largely completed, it is appropriate and constructive to assess both the positive and negative results of this planning process. Hopefully, the lessons learned can be applied to other new developments so that these projects can continue to improve the quality of the built environment.

Small Area Planning

A major success that laid the foundation for Southern Village was the creation of the Small Area Plan for the southern area of Chapel Hill. The Town should be commended for having the foresight to recognize the need for such a Plan. By focusing on a relatively small geographic area, the members of the committee were able to develop effective strategies to meet specific goals. Though the design of the Village was left somewhat open-ended, there was enough detail to establish a framework that could serve as a starting point. Furthermore, involving stakeholders in the decision-making process created a plan that had the general support of the neighboring community and allowed for a constructive initial round of public hearings.

School Siting

Another positive experience that utilized a cooperative effort on the part of the public and private sectors was the establishment of the future Southern Village Elementary. Early in the planning stages of the Village, the advantages of having an elementary school within walking distance were recognized. Such a situation would allow a child living in Southern Village to walk to school from kindergarten through eighth grade (an existing middle school is located on the northern border of the project). Unfortunately, at the time Southern Village was originally proposed, the School Board was in the middle of constructing a new elementary school in another area and did not foresee the need for another elementary school in the near future. This assumption proved inaccurate a few years later when growth pressures pushed the brand new school to full capacity. As talk of the need for a new elementary school emerged, the Southern Village development approached the School authorities once more. Again, the prospects looked dim because the School Board had a state-imposed requirement that the site had to have at least 15 acres of land. Such a suburban configuration would not meet the needs of a compact, walkable community like Southern Village.

A couple of Town Council members refused to let the idea die. They saw an opportunity for the Town, the County (which funds construction of schools), the School Board, and the developer to work together to create a win-win situation for all the stakeholders. The Town already owned a 70-acre tract of land on the south boundary of Southern Village. This land had been purchased with the intention of building a community park with ballfields, tennis courts and other amenities. A plan had even been created but was discarded when it proved to be economically unjustifiable. The Council members suggested combining some of the land that was intended for a park with land within Southern Village so that the state requirements could be met. To make the proposition especially attractive to the School Board, the land would be donated from the Town and Southern Village. After working through the details of such a transaction, all the parties agreed to the proposal. In return for giving up about 9 acres, the Town will get a ballfield that can be shared with the school, as well as a shared parking lot. In return for its donation of 6 acres, Southern Village gained a school that is on schedule to open its doors by the 1999 school year—a major sales incentive for

The principle design components of New Urbanism do not fit the templates that have guided street design since World War II.

potential buyers.

Zoning

Yet another example of positive public/private interaction and problem solving concerned zoning. Many of the zoning regulations that have been written over the past 50 years actually forbid many of the land use patterns that are critical components of New Urbanism—including set-back requirements and restrictions on accessory dwellings and integrated mixtures of land uses. Because Chapel Hill already had a form of Planned Unit Development zoning in its development ordinance, many of the potential problems such as minimum lot size, building setbacks, and internal buffers, were easily overcome since the PUD zoning provided effective flexibility. The Town also has an "overlay" zoning which allows some conditional uses within standard zones. Such conditional uses include accessory dwellings, such as garage apartments that can be rented out or serve as "mother-in-law" apartments. The conditional uses also allow for small scale retail (like a corner store) and offices co-existing with surrounding residences.

A bigger problem that required more creativity involved zoning for the Village Core, which is proposed as the "downtown" of the Village with shops and offices as well as higher density housing. The Town had zoning in place that would fit the proposed type and scale of commercial and offices uses proposed for the Core. However, this zoning classification actually was set up to discourage residential uses. This situation was evidenced by a high requirement for open space and recreational improvements that would prohibit the establishment of a more urban setting in the Village Core. The Town recognized this disincentive and worked with the development team to craft a modified version of the zoning classification that used commercial land use intensities and applied those same ratios to residential uses. There is now an opportunity to build relatively dense

New Urbanism/Neotraditional Planning Web Sites

http://citysearch11.com/E/V/RDUNC/1001/15/40

Southern Village's home page includes maps of the development, an overview of the development's philosophy, and information about the houses and apartments.

http://www.builderonline.com/builder/monthly/jul96/suburb.htm

The July 1996 issue of Builder Online has an article describing traditional neighborhood development. The case studies accompanying the article include a case study of Southern Village and an interview with its developer.

http://www.dpz-architects.com/

The home page for the firm of Andres Duany and Elizabeth Plater-Zyberk includes an index of the firm's projects; a brief description of towns with their projects, including Seaside, and directions to those towns; information on principles, techniques, and implementation of neotraditionalism; and information on ordering the Institute for Traffic Engineering's guidelines, "Traffic Engineering for Neotraditional Neighborhood Design."

http://www.civano.com/

The web site for Civano, a neotraditional development in Tucson, Arizona, includes a brief history of the project, an explanation of neotraditional concepts and principles, and maps and renderings of the project. The one drawback to the site is that the mottled background makes the text difficult to read.

http://www.architecture.auckland.ac.nz/internal/FYI/-articles/nurb.html

The web site run by the University of Auckland School of Architecture Property and Planning has a database of articles related to architecture and planning, including this *New York Times* article from June 1996 providing an overview of the Congress for New Urbanism.

http://www.art.bilkent.edu.tr/iaed/cb/Kaleli.html

This site provides an overview of basic principles and criticisms of New Urbanism.

residential units within the Village Core (including dwellings above shops and offices) that will create a more urban-like vitality.

Disappointments

As is the case with many projects, there are some disappointments that go along with the successes. For Southern Village, most of the disappointments arose from struggles with the Town's Engineering Department and to a lesser degree, its Public Works Department. In other New Urban developments being built across the country, it is typically the same challenge in terms of dealing with local engineering and public works departments because many of the principle design components of New Urbanism do not fit the templates that have guided street design since World War II.

Street Widths

A continuing battle has been waged over street widths with the Town's Engineering Department. Typically, traffic engineers look at street systems as a series of collector streets and local streets designed to move cars as efficiently as possible. This philosophy often requires wide streets with broad turning radii. Conversely, New Urbanism design principles focus on making the pedestrian experience as positive as possible. One means of improving the pedestrian experience is to lay out and design streets in such a way that they slow cars down and thereby reduce potentially hazardous situations when cars and people inevitably interact. Such designs usually call for narrower streets with multiple, tight intersections.

Despite persistent attempts, the Town's Engineering Department would not fully adopt New Urbanist design principles on streets. Unfortunately, wider streets in the first phase of the development have promoted faster than desirable vehicular speeds. Residents have already begun to complain about this condition. Because of this, the development team is exploring several traffic calming techniques that might be implemented to restore the pedestrian as the primary focus of design.

Bicycle Path

Another discouraging outcome due to existing engineering standards was the design of the first phase of a paved bicycle and pedestrian path along a natural, greenway corridor that bisects the Village and will eventually provide a link into Town. Because the greenway will be public, the Town required that the path meet Americans with Disabilities Act standards, creating initial design challenges due to difficult terrain conditions. To meet these standards, significant clearing and grading was required. Fortunately, a large portion of the path followed a sanitary sewer easement that also required clearing, thereby eliminating the need to clear two swaths through the natural area. Easing the slope of the path is definitely a benefit to those with handicaps, as well as other users such as parents pushing strollers and young children on bikes. This benefit outweighs the negative aspect of having to clear a larger area especially since re-planting will restore the natural feel of the area.

However, the enforcement of certain standards by the Town's engineering staff were not as understandable. Specifically, the Town required that the path have very long curves to allow for design speeds of up to 35 miles per hour along the steepest (5-8% slope) sections of the path. This requirement produces two negative consequences. First, the long, drawn out curves leave little flexibility in designing with the natural terrain and thereby necessitate more clearing and grading. Second, such geometry encourages and allows for faster speeds for users such as bicyclists and rollerbladers which, in turn, creates an unfriendly environment for walkers and other more passive users.

Alleys

Another point of conflict occurred with the Town's Public Works Department over the design and use of rear alleys, which are an important design feature of New Urban communities. Alleys can provide several benefits—the most obvious is moving automobile access to the rear of the garage instead of the front, thereby removing the visibility of unattractive garage doors from the streetscape and providing uninterrupted sidewalks for pedestrians. Another positive attribute of alleys is that they provide a corridor for utility lines (gas, electric, phone and cable) and thus remove unsightly above-ground devices from the streetscape. Finally, alleys provide an efficient means of providing services, such as mail delivery and trash/recycling collections. Southern Village enjoys all of these benefits except trash and recycling collection. The Town's Public Works Department will not allow their collection vehicles to travel on alleys unless they are constructed to Town

standards.

Building the alleys to Town standards would in effect require another street behind the houses. The Town's standards would require a paved area 33% wider than the existing alleys and in some areas, curbs and gutters. Experience has shown that wider travel lanes equate to faster vehicular speeds. For alleys to function properly as service lanes and not thoroughfares, design speeds must be kept to a minimum. By constructing alleys to public standards, it would create an unappealing situation in which residences are in effect sandwiched between two streets. In response to this potential situation, the development team opted to use private alleys that are narrower than Town standards and thereby sacrifice the seemingly logical collection of refuse along the alleys. After annexation by the Town (expected in 2-4 years), residents will be required to push roll-cart containers to the street in front of their home on specified days. Currently, a private contractor is collecting trash from the rear alleys; no problems have been reported to date.

Conclusion

Planning jurisdictions wishing to put the philosophy of New Urbanism into practice can take away several important lessons from the experiences of Southern Village. First, it is critical to involve all stakeholders in establishing the foundations of New Urban communities by setting realistic goals and even identifying the most suitable sites—as was the case with Chapel Hill's Small Area Planning process. Second, it is very important that all Town departments "buy into" the idea and adopt design criteria that enhance the plan. Such commitment may help to prevent a situation where design requirements like wide streets conflict with one of the most important principles of New Urbanism—pedestrian friendliness. Finally, the spirit of public and private partnership should be promoted to the fullest extent possible. It must be remembered that development is an interactive process, and in order to make great places, it is critical to maximize the resources and abilities of all the stakeholders involved. CP

ISTEA: Making a Difference in the Southeast

Joe DiStefano and Matthew Raimi

These short pieces are excerpted from Five Years of Progress: 110 Communities Where ISTEA is Making a Difference, *by Joe DiStefano and Matthew Raimi. While the book includes cases from across the United States, we have chosen ones from the Southeast. Even this limited selection illustrates the wide range of innovative uses planners have found for funds allocated through the Intermodal Surface Transportation Act (ISTEA). The entire text is available at http://www.transact.org or the book can be purchased by calling the Surface Transportation Policy Project at (202) 466-2636.*

ISTEA offers a vision for a national transportation system aimed at improving the quality of life in our cities, towns, and communities. It recognizes that transportation investments must be made from the standpoint of people and communities, and hundreds of projects have been funded with this goal in mind. By emphasizing intermodalism, local decision making, public input, environmental quality, and transportation alternatives, ISTEA recognizes the importance of transportation in the fulfillment of national and local social, economic, and environmental goals.

Natchez Visitor and Intermodal Center: Natchez, Mississippi

Background

The historic town of Natchez, Mississippi has flourished as a tourist destination since the 1980s. However, such economic vitality has also proved to be a burden on the city's aging infrastructure due to increased vehicle traffic and parking demands. In order to deal with and coordinate economic growth, the City of Natchez received $3.5 million in ISTEA funds to build the Natchez Visitor Reception and Intermodal Transportation Center (VRITC). The Intermodal facility will serve as the focal point and "first stop" for all visitors entering Natchez, and will be the key to getting visitors out of their cars and onto city trolleys, buses, and their feet to explore the district. In addition to serving as an Intermodal facility, a goal of the VRITC is to make visitors aware of the context in which Natchez developed and the facilities the city now offers. According to city engineer David Gardner, each area contains footprints of the past; the purpose of the visitor center will be "to make these footprints visible and understandable." This will be achieved through a 22-minute video that provides a glimpse into the past, and with computerized kiosks which will allow visitors to work out their own itineraries and access restaurants, lodgings and attractions.

One of the unique aspects of the VRITC is the partnership which developed in the creation of the facility. The Natchez center is a cooperative effort of the City of Natchez, the State of Mississippi, the Federal Highway Administration, and the National Park Service, with each agency sharing in the overall cost of the construction and maintenance of the facility. Perhaps the most unique aspect of the partnership is the inclusion of the National Park Service. The creation of the Natchez National Historic Park allowed the Park Service to contribute to the overall cost of the project in exchange for housing the

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National Park Service administrative headquarters.

Transportation Benefits

The visitor center will be strategically located to collect incoming visitors at one central point, provide them with information on Natchez, and facilitate access to the historical area by trolleys, buses, and by foot. This Intermodal network will control vehicular traffic, provide a safer, less intrusive means of transporting visitors, and boost ridership on the trolley and bus system.

Economic Impacts

The VRITC will bring numerous economic benefits to Natchez. Businesses in the historic downtown will benefit from coordinated marketing actions and increased activity. In addition, the VRITC will require a minimal amount of support from the City of Natchez, the Convention and Visitors Bureau, and the National Park Service. The operating expenses come from admission fees to a historical video presentation, sales from a gift shop, and potential evening rentals of the space.

Community Benefits

The center is located in close proximity to the historic district and is highly accessible to most visitors. The location of the facility on the edge of downtown allows the area to benefit from the VRITC development and the arrival of new visitors, while at the same time maintaining a healthy distance in order to preserve the balance between the growth of tourism and the preservation of historic Natchez. The City of Natchez will receive the economic benefits of expanded tourism without the negative consequences that such growth can bring.

Tampa-Ybor Historic Electric Streetcar: Tampa, Florida

Background

Ybor City, a district of Tampa, Florida, is constructing a historic streetcar line to enhance economic development and provide an alternative mode of transportation to the automobile. To facilitate the construction of the 2.3-mile line, Ybor City was awarded a Livable Communities Initiative Demonstration Grant by the Federal Transit Administration in April of 1996. The line will run through Ybor, a classic urban village which has shown signs of revitalization in recent years and was designated as an Enterprise Community by the Department of Housing and Urban Development. The electric streetcar, along with pedestrian enhancements, will assist in the revitalization efforts as well as provide a new and economical way of moving between various destinations. The streetcar will run between Downtown Ybor and the Tampa Convention Center and will connect most of the residential, commercial, community, and public service activities in this ethnically diverse and historic area. Destinations along the line include historic Ybor, cruise ship terminals, retail shops along Garrison Channel, the Ice Palace (hockey arena), the Sheraton Hotel, the Florida Aquarium, and the Tampa Convention Center. Construction of the streetcar, a source of community pride, will benefit the local economy.

Transportation Benefits

The streetcar will provide improved connections between trip attractions in the Ybor City district and will alleviate pressure for parking thus reducing traffic congestion in the historic district. The electric cars will make more frequent stops, and operate longer hours, with lower costs, than the existing bus system; transit ridership is expected to increase. The clean electric cars will help Tampa maintain its recent Clean Air Act designation as an air quality maintenance area. (That is, the U.S. EPA recently determined that Tampa's air quality has improved to the point where it is in attainment with national air quality standards.)

Economic Impacts

The historic district of Ybor City and the waterfront area in Downtown Tampa are home to much housing and employment, and is an emerging art, entertainment, and convention district. Construction of the streetcar will make the area more attractive as a tourist destination and increase the national appeal of the Tampa Convention Center. This will increase economic opportunities for individuals and businesses, and assist in the revitalization of Ybor City and downtown Tampa.

Community Benefits

The streetcar will provide improved transit service, thus increasing mobility and accessibility for

residents and visitors, particularly to low income and minority populations present along, and in proximity to, the streetcar line. A streetcar in Ybor City will be a source of community pride and a magnet for economic investment. Coupled with Ybor's designation as an Enterprise Community, economic opportunities are expected to increase and the streetcars will provide residents with a more livable environment.

Public Participation

The electric streetcar is unlike many transportation projects in that it was conceived by the community, rather than a governing body or independent agency. The project evolved in response to recommendations by the Tampa Enterprise Community Vision, which called for improved transportation by various modes and a renewal of the economic base of the area. The Community Vision was developed through a series of community meetings organized by residents and by working closely with business leaders, service providers, and government officials. Local architects, engineers, historians, and community residents volunteered their time and services to develop the project plan.

East River Mountain Overlook: Bluefield, West Virginia

Bluefield, West Virginia used ISTEA funds to restore a once vital scenic overlook located on East River Mountain. The site, 3,500 feet above sea level, affords views of the town and the Central Appalachian Mountain Range, and was a major tourist attraction until 1970 when Interstate 77 opened and pulled traffic and tourism away from the area. ISTEA Transportation Enhancements funds were used to redesign and revitalize the abandoned overlook and to restore the scenic vistas which had become overrun with vegetation. Funds were used to redesign the traffic flow of the site, establish unobstructed views for people on foot and in cars, upgrade the site for handicapped accessibility, and build a picnic area.

Hilton Village Streetscape improvement: Newport News, Virginia

ISTEA Transportation Enhancements funds are being utilized for streetscape and access improvement in Newport News' Historic Hilton Village. Developed in 1918 as the country's first World War I shipyard housing project, Hilton Village is listed on the National Register of Historic Places and the Virginia Landmarks Register. This project addresses the deterioration of public streets, provides handicapped accessibility, improves pedestrian circulation and safety, and improves the visual quality of the district. The project will increase pedestrian access for all people, especially those with special needs, while revitalizing the historic commercial district as a focal point of the area. In completing the project, the city worked with state and local non-profit agencies and local lending institutions to establish a low interest loan program to help fund building renovation in the area. Further, by enhancing the quality of the downtown area, the streetscape improvements lay the foundation for future Intermodal connections between a proposed transit station and facilities for bicycles and buses.

Georgia Tech to Stone Mountain Park Trail

Background

As home of the 1996 Summer Olympic Games, the City of Atlanta, Georgia integrated its bicycle and pedestrian efforts into its Olympic transportation planning efforts as a means of promoting alternative forms of transportation during the summer games, and into the future. Projects include inner-city pedestrian corridors, the addition of sidewalk and bicycle facilities in conjunction with local road improvements, and the 18-mile Georgia Tech to Stone Mountain Park Trail. The trail connects the Olympic venues at Georgia Tech to the venues at Stone Mountain Park, a number of parks, and several tourist attractions along the way. During the Olympics, the trail connected with a temporary bicycle route designed to serve Olympic spectators who bicycled to Olympic events.

Transportation Benefits

Beyond its significance to Atlanta's Olympic effort, the Georgia Tech to Stone Mountain Park Trail also serves as an east-west trunk line for the development of a comprehensive bicycle-pedestrian system for the Atlanta region. Several adjoining routes already provide connections to downtown Atlanta, MARTA rail stations, schools, universities, and other points of interest and activity centers. The trail is an integral part of the Atlanta Region Bicycle Transportation and Pedestrian Walkways Plan, which has programmed approximately $84 million in ISTEA

and other funds through fiscal year 1999 for bicycle and pedestrian projects.

Community Benefits

The Georgia Tech to Stone Mountain Park Trail provides more transportation options, not only for daily commutes, but also for short trips. Commuters using the trail and the larger bike and pedestrian system help to alleviate congestion, reduce harmful auto emissions. Trail users also reduce stress associated with sitting in traffic, and even receive some valuable exercise as part of their daily commute.

West Orange Trail: Orange County, Florida

Background

Orange County, in Central Florida, is joining communities nationwide in improving quality of life and transportation options by creating multi-use trails. The new West Orange Trail will be a 26 mile, multi-purpose greenway, including a 14 foot wide paved surface for walkers, joggers, hikers, cyclists, skaters, horseback riders, and the physically challenged. In mid-1996, 5.2 miles of the trail were open, with another 14 miles to open in 1997. Made possible by the strong support and leadership of Orange County officials, the West Orange Trail project is converting an abandoned railroad line and connecting the cities of Winter Garden, Oakland, Ocoee, and Apopka. Facilities include scenic overlooks, parking areas, restrooms, water fountains, trash cans, pay phones, and air machines to inflate tires.

Transportation Benefits

Transportation Enhancements Funds are supporting the development of the trail, which serves both the alternative transportation and recreational needs of three communities. The trail links local residents and visitors to two town halls, a utility company, post office, employers, neighborhoods, and retail developments. The trail has been very well received.

Economic Impacts

Once a thriving citrus and railroad town, downtown Winter Garden has lost much of its economic base over the years. The West Orange Trail is revitalizing the town by attracting visitors to several restaurants, antique shops, and other establishments. Other areas along the trail are benefiting as well. Jim Hitt, Economic Development Coordinator for the City of Apopka, notes that "The West Orange Trail will work for Apopka. . . [it] will bring people from the southern ends of the trail into Apopka. This will mean new opportunities for existing businesses and new entrepreneurs. We all benefit when rail-trails are built and put to use from one community to another."

Community Benefits

Since its opening, the trail has averaged approximately 38,000 users per month. Michele Russo of the Trail Patrol notes that "Attendance is booming...people are out here every weekend. Many local residents are out here every day." Brook Seal, Trail Supervisor, adds that "people who were once afraid because of traffic are taking up new activities." Trail usage is expected to double or triple as construction is completed. The trail has created a vital link between the communities it serves, tightening the connection between communities and bringing people closer together.

Sustainable Community Planning: Kansas City, Missouri

The Metropolitan Energy Center, a non-profit transportation and energy agency, is working with residents in several Kansas City neighborhoods to develop sustainable community planning. With grants from the Federal Transit Administration's Community Empowerment Program, the Energy Center works with urban neighborhoods to get residents involved in planning and decision making in their communities. Sustainable community planning is taking place in two older middle income neighborhoods, and two low-income, predominantly minority inner-city neighborhoods. The most important aspect of community planning is strong neighborhood participation. At neighborhood meetings, the residents participate in planning activities, including a visioning process, a prioritization of the results of the visioning process, research and information gathering by various outside sources including the Energy Center, and hands-on planning. The result is a clearer idea of what the residents want for the future of their community. Once completed, a key element to maintaining community interest is an early planning success; in one neighborhood this involved a simple traffic calming

project. Thus far, sustainable community planning has been effective in involving citizens in the planning process. By connecting the physical, social, and natural environments of the neighborhood, sustainable community planning helps residents identify and plan for a strong and secure future. In addition, a neighborhood with a clear vision (and one designed by residents) has a greater chance of acquiring needed programs while defending against unwanted development.

Police Substation and Daycare Facility: Reistertown, Maryland

Through [the Federal Transportation Administration's] Livable Communities Initiative, the City of Baltimore will construct a 100-child day care facility and a police substation at the Reistertown Road Plaza Metro subway station, one of Baltimore's busiest subway stations. This project will provide mixed-use develop-ment to support and encourage transit ridership, while providing community services to the surrounding neighborhood. To integrate these new facilities with the transit station, the project will include security lighting, site and landscape renovations, kiss-and-ride modifications, customer information, and covered connecting walkways. According to Maryland Governor Parris Glendening, the "grant is an important part of our efforts to revitalize Baltimore communities.. . . The construction of this day care facility will encourage the use of mass transit by offering additional services to potential riders—we also create safer communities with the addition of the police substation."

Ride Instead of Drive, It's Easy (RIDE): Nashville, Tennessee

The Middle Tennessee Regional Transportation Authority (RTA) has implemented a regional ridesharing program which has successfully removed single-occupant vehicles from the road and reduced congestion and air pollution. The RIDE program includes ride matching for those who wish to join a carpool or vanpool, financial incentives for starting vanpools, and a guaranteed ride home program for commuters who have to stay at work late or leave early in case of an emergency. The program also includes 12 free park-and-ride lots, a high-occupancy vehicle (HOV) lane on a local interstate (I-65), and continuously expanding transit service in the area. ISTEA [Congestion Management and Air Quality] funds were provided to RTA for marketing and outreach activities, and for supplementing the van fleet for the HOV corridor.

Clean Air Action: Houston, Texas

Background

Like many urban areas across the country, the Houston-Gavelston region of Texas suffers from poor air quality. The Environmental Protection Agency require that these regions, known as nonattainment areas, take steps to reduce air pollution. In the past, these measures have focused on large industries, such as factories, and small businesses, such as dry cleaners. Houston expanded the focus of pollution reduction activities to include individuals, creating the Clean Air Action Program. Clean Air Action, developed in 1996 by the Regional Air Quality Planning Committee of the Houston-Galveston Area Council, consists of three separate but related activities: a comprehensive public education program that encourages the use of transit or ridesharing on high ozone-level days; a transit fare subsidy program on high ozone days to begin in August of 1997; and a marketing research element that evaluates the project and quantifies the emissions reductions from the program.

One of the main goals of the program is informing the public about days when ozone levels are predicted to by high, known as "ozone watch" days. The Texas Natural Resource Conservation Commission provides the City of Houston with ozone watch advisories. The City in turn notifies the media and other groups through a fax network system. If an actual ozone exceedance occurs, an ozone warning is issued and individuals are encouraged to take steps to reduce air pollution, such as taking transit or carpooling, combining errands into one trip, or even postponing a trip until a day with improved air quality. In addition, a transit fare subsidy program will begin in 1997 and provide an economic incentive for individuals to use transit on ozone watch days.

Transportation Benefits

Mobile sources, such as cars and trucks, are one of the primary sources of volatile organic compound and nitrogen oxide—the precursors of ozone. Educating the public on the health and air quality benefits of carpooling, combining trips, and driving

less will lead to a reduction in the emission of air pollutants. Having fewer cars on the road also reduces traffic congestion.

Community Benefits

Community benefits from the Clean Air Action program are wide-ranging. The public is educated on the effects on human health of poor air quality, informed of measures to reduce the emissions of pollution, and told when exposure to ozone may cause health problems—especially to the elderly and the young. As a result of the program, the public is equipped with the knowledge necessary to assist in reducing air pollution and traffic congestion.

Advanced Transportation Management System: Atlanta, Georgia

Background

In response to overwhelming population growth, rising construction costs and land prices, deteriorating air quality, and decreasing funds, the Georgia Department of Transportation (GDOT) has created an Advanced Transportation Management System (ATMS) to handle the Atlanta area's disparate transportation needs. The system integrates the management of freeways and surface roads, allows state and local engineers to participate and interact in up-to-the-minute transportation decisions, provides a high speed/high capacity communications network, and serves as a clearinghouse for public information.

The ATMS is designed to gather information from a variety of sources, including an advance surveillance system, Highway Emergency Response Operators (HEROs), and the public. The system then processes that information using geographical software, and displays it to decision makers. Once a decision is made and action is taken to alleviate a situation or problem, the ATMS checks the outcome and then disseminates the information through the Advanced Traveler Information System (ATIS).

The ATIS provides timely information to travelers, allowing them to make efficient and timesaving transportation decisions. Components of the ATIS include:

- Changeable Message Signs: overhead message structures which provide timely traffic information on incident locations and lane closures
- Traffic Advisory Telephone System: provides targeted information requested by the caller about traffic conditions
- Electronic Kiosks: touch-screen displays which give up-to-the-minute information on traffic congestion, transit schedules, ridesharing, special events, weather, airline schedules, special events such as the Olympics, and tourist information
- Highway Advisory Radio: while driving through a specific zone, motorists can tune their radios to receive real-time information about traffic patterns within the area
- Bulletin Board System: personal computer users can obtain textual messages with real-time status of traffic and transit conditions

Transportation Benefits

Timely and accurate transmission of information is the central point of the Advanced Transportation Management System. Transportation data, including vehicle classification, highway occupancy, and areas of incidents and congestion, flow from highway surveillance devices through a fiber optic network strategically placed along 63 miles of major Interstates and over 125 miles of primary roads.

To help traffic move more smoothly on streets, more than 400 intersections with traffic signals have been upgraded. This upgrade coordinates signals within Atlanta and its five surrounding counties, allowing better coordination across jurisdictions and a reduction in travel time for motorists. Several ramp meters have been installed to regulate vehicle flow on crowded freeways, reducing merging accidents and ramp area congestion.

Incident verification and accident clearance is a prime function of the ATMS. Because the surveillance system provides real-time images, operators are able to verify accidents, which reduces response time, speeds up removal of incidents, and minimizes congestion. Surveillance and video detection devices are installed on Interstates 75 and 85 and include 63 closed-circuit color TV cameras. More than 300 cameras are used to detect and gather information on volume, speed, occupancy, and vehicle classification. A gyroscopic camera mounted on a helicopter is used for aerial surveillance, providing live video within a 50-mile range, vastly increasing the area of coverage.

Blueprints for Successful Communities: How the Georgia Conservancy Promotes More Livable Places

Ellen Keys and Sue Snaman Edwards

Every day 130 new residents arrive at the doorstep of the Atlanta metropolitan region, which includes 10 counties, two area codes, and 417 census tracts. The metro area reaches northward toward Chattanooga, and the area between the two cities has been called "CHATLANTA" by the *Atlanta Journal Constitution*. By the year 2020, this region will add approximately 1.2 million people and expand its current boundaries by 500,000 additional acres.

As Georgia's population continues to grow, a new way of thinking, new strategies, and new partnerships will be needed to manage the growth. The Georgia Conservancy, in partnership with the Urban Land Institute, the Greater Atlanta Home Builders Association, the Atlanta Chapter of the American Institute of Architects, and the Georgia Trust for Historic Preservation recently launched an ambitious initiative known as *Blueprints for Successful Communities* to foster public education and facilitate a process for creating successful communities in Georgia. The project was developed to help individuals and groups determine alternative ways of building communities that are truly livable.

Georgians are hungry for alternatives to the destructive patterns of development that have eroded our sense of community and the social responsibilities and opportunities that true communities give us. Our traditional development patterns have led to urban sprawl that requires the use of the car almost every time we step out the front door. It requires us to cut trees and destroy existing neighborhoods to build roads to serve new neighborhoods that are farther and farther away from where we work, shop or meet. With urban sprawl, we needlessly waste resources and increase pollution at the same time.

The last time that frustration with uncontrolled growth crested, Georgia created the Growth Strategies Commission and adopted the Georgia Planning Act in 1992. This law is succeeding in putting land use plans on the books, but has not helped to bring about effective growth management. Although many local plans have been adopted and many regional plans are underway, nothing in these plans is likely to slow the routine lot-by-lot zoning and rezoning that has become Georgia's primary land use control.

Meanwhile, development creeps ever outward, consuming productive farm and forest lands, and forever changing the character of what we have known as Georgia. The Georgia Department of Transportation pours pavement while local governments extend public services such as water and sewer systems, and police and fire protection, on the wallets of the existing tax payers, thus subsidizing development that otherwise is unable to pay for itself.

Alternative Transportation Modes and Development Patterns

Blueprints for Successful Communities actually evolved in response to The Georgia Conservancy's staunch position against a 211-mile perimeter freeway proposed by the Georgia Department of Transportation. This superfluous freeway would be located 25 miles outside the city's existing perimeter highway, Interstate 285. The Conservancy believes that the "outer loop" will do little good and much damage to the region; and after much research and discussion, the Conservancy decided to address this issue by advocating for alternative transportation

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Old Models for New Communities

Well before there were principles of neo-traditional development, vibrant and diverse communities were based on viable, historic development patterns. Traditional in-town Atlanta neighborhoods such as Virginia-Highlands and Candler Park share common characteristics with successful Georgia towns such as Newnan, Madison, Rome, and Washington. Each of these neighborhoods or communities can are compact and identifiable, with boundaries and edges determined by natural or other features. Traditional communities rely upon a logical roadway system and spatial hierarchy, whether set on a grid pattern or crossroads. Streets, roadways, and sidewalks create social channels conducive to neighborly interaction. There is a mixture of land uses, housing types, and economic resources. Even in commercial areas, large scale parking areas are rare, with on-street parking more prevalent. These communities are visually coherent, establishing a subtle but pervasive formal order of architectural components such as style, materials, and details such as fences and porches. Most importantly, traditional towns and neighborhoods convey a unique representation of their setting and history in establishing a particular sense of place.

modes and development patterns that will lead to communities designed foremost for people, not for cars. *Blueprints for Successful Communities* has prompted community leaders, developers, planners, architects, and government officials to come together to explore land use and transportation alternatives that will be less damaging to the environment. A series of invited speakers have brought the message to Atlanta that if the communities of metro Atlanta and the entire state of Georgia are to thrive, there must be more thoughtful and innovative approaches to land use.

The alternatives that have been discussed over the past year will enable counties to grow more efficiently and will encourage the economic rebirth of declining inner cities. Alternative land use strategies discussed in the *Blueprints* series can be applied to both new growth areas and to infill and redevelopment. Redevelopment and infill projects can ensure that existing infrastructure is used efficiently and that downtown cores of employment and housing remain strong.

These alternatives will help reduce air pollution in a region that is in violation of federal clean air standards because of ground level ozone, and where 37 percent more children visit regional hospital emergency rooms on bad air days than on days without air quality alerts. Air quality concerns will receive increasing attention in the near future as the regional transportation plan is developed under EPA sanctions to reduce congestion and vehicle miles traveled. Because successful communities are more conducive to walking, biking, and transit, air quality is improved. When people don't use their cars, they don't create emissions.

Improved efficiency of land use will also improve water quality in a state where 67 percent of rivers and streams fail to meet water quality standards. Because livable communities are more compact, there is less impervious surface resulting in less downstream flooding. When streets are narrower and shorter, runoff and associated pollution is reduced. When communities incorporate the natural landscape into the overall community design, there is less damage or destruction of existing open space, wetlands, and other important natural areas.

A Different Development Paradigm

If Georgians want a different development paradigm, they must ask for it. But what exactly is it that we are asking for? The concerns of approximately 1,000 *Blueprints for Successful Communities* participants can be distilled into the following categories. These categories parallel design principles discussed in planning literature as Traditional Neighborhood Development, neo-traditional design, and New Urbanism:

- Community Design
- Accessibility
- Open Space
- Community Destiny
- Essential Elements

Community Design

Community Design refers to developing compact efficient communities that are integrated with shops, homes, schools, and other public activity centers. The design characteristics of compact communities include a mix of land uses and development densities, communities that are transit-oriented and pedestrian friendly, and a more efficient pattern for infrastructure and government services.

Zoning ordinances are the primary tools used by local governments to implement the future conditions envisioned in the communities' comprehensive or land use plans. Most communities in Georgia strictly apply the separation of land uses that makes creation of walkable communities impossible. Several basic modifications can be made to most zoning ordinances, such as:

1. eliminating prescribed street widths, turning radii, and set-back requirements;

2. prohibiting exclusionary single land use districts in favor of allowing different housing and land use types within a defined district;

3. using performance zoning to create flexibility in implementing zoning requirements based on functionality; and

4. developing mixed use districts that encourage linkage of homes, work places, and shopping.

Georgia's Planning Act requires that local land use plans be updated every five years. As the cycle of revision and updating begins, the Georgia Conservancy will encourage modifications consistent with the *Blueprints for Successful Communities* recommendations.

Accessibility

Accessibility to places of work and commerce and the general mobility of citizens is of great concern to automobile dependent residents in metro Atlanta. Current land use patterns and neighborhood design encourage automobile use by providing large lots, multiple-lanes arterial roadways that don't have sidewalks, and dispersed destinations for work, shopping, and medical attention. Metro Atlanta has the fewest residents per square mile of any of the nation's 35 largest cities. Metro Atlanta residents also drive an average of 34 miles per day—more than any residents of any comparable American city.

Transportation and mobility need not be harnessed to roadways: transportation and mobility can be servants of the community. Transportation planning and land use planning must work in tandem in order to design communities that are people and pedestrian oriented, protect natural areas, and improve air quality. Considering that people are more important than cars, successful communities should contain a mix of commercial and residential areas where people can walk to work, school, and shopping, as well as have easy access to public transportation.

Open Space

Open space is one of a community's most valuable assets. Depending on its design within and around a community, open space serves a variety of functions, including biodiversity and ecosystem health, physical separation of adjacent land uses, enhanced tree canopy with improved evapo-transpiration and reductions in solar gain, and a heightened sense of community, history, and pre-history.

Several types of open space help create livable communities: community commons that are similar to the town squares of New England; active and passive recreation areas such as parks, play lots, nature preserves, and public gardens; greenway networks that typically use stream corridors or other natural features to link residential areas with retail and commercial development and also provide a separation of those land uses; green spaces that serve as boundaries to development and that buffer agricultural or sensitive habitat areas; and, finally, backyards.

The commons or town center is a principal component of neo-traditional development. Typically, public common areas include civic squares, parks, and play lots which form the destinations for neighbors to gather for casual conversation or public events. These public realm spaces are generally absent in current development patterns, therefore precluding social interaction and a shared sense of responsibility to the community.

Community Destiny

Community destiny is the part of creating livable place that involves people as resources. Thriving communities use collaborative problem solving strategies to resolve regulatory or other obstacles to

compact development forms. The *Blueprints for Successful Communities* program promotes several public participation strategies including Visual Preference Surveys; design charettes, guided tours, simulation games, and other "hands-on" exercises; and community based strategic planning with neighborhood groups and civic associations.

Essential Elements

The essential elements of creating successful communities do not emerge from a template, but rather from careful reflection of local concerns that comes from public participation and collaborative problem solving. Communities that employ the concepts discussed by The Georgia Conservancy are ones in which businesses, governments, and households desire to make efficient use of natural, historic, social and economic resources. These communities aim to provide a high quality of life and minimize the environmental effects of growth and development. These are communities that provide safe and secure surroundings with clean air to breathe and clean water to drink and enjoy through recreation.

How well have these concepts worked in Georgia? To date, over 1,000 people have attended the six *Blueprints* sessions. Throughout 1997, the Georgia Conservancy and its *Blueprints* partners will host another series focusing on transportation issues, investment strategies, and urban design. The success of the *Blueprints* program during its first year is also reflected in the receipt of the prestigious Golden Glasses Award presented by the Atlanta Regional Commission for visionary collaboration among the *Blueprints* partners. The Atlanta Chapter of the American Institute of Architects presented the Conservancy with a Citation of Excellence for its Successful Communities work. Partners at Georgia Tech and Georgia State University and other governmental officials and practitioners have formed the Interprofessional Urban Design Committee to support future *Blueprints* work.

Through continued education, innovative public participation strategies, and workshops for local officials, the *Blueprints* partnership intends to facilitate the completion of a neo-traditional demonstration project within the next two years and to champion the necessary changes in local planning and zoning ordinances throughout the ten-county Atlanta metropolitan area. CP

Interprofessional Urban Design Committee

The Interprofessional Urban Design Committee began meeting in late 1996 as a mechanism for collaboration among planners, designers, architects, engineers, and other practitioners following the successful Summer Olympic Games held in Atlanta. A core group consisting of representatives of the Georgia Planning Association, Georgia Chapter of the American Institute of Architects, the American Society of Landscape Architects, and the Institute of Transportation Engineers began meeting to help build the image of the city and recapture the energy that was generated in preparing the Atlanta metro area for the Olympic Games. The lasting physical legacy of the Olympics, as illustrated by the placement of urban art, landscaping and streetscapes, urban design initiatives, and the renewed attention to parks and public gathering places was the group's initial focus.

The group then began to explore a common concern about effects of sprawl and the possible solutions suggested by the principles of Traditional Neighborhood Design and the New Urbanism. In the coming year, the group is committed to implementing the recommendations and solutions developed through the *Blueprints* series and also in continuing to educate local government officials about alternative development patterns and practices.

Viewpoint

Hog Heaven, Planner's Hell

Angie Bernhard, Jeanette Bradley, Brenda Childers, and John Lucero

On September 23, 1996, the Duplin County, North Carolina Board of Health met in a special session called to review a proposal to regulate livestock farms under authority granted by North Carolina public health statutes regulating nuisance. Normally, Health Board meetings in Duplin County draw one or two observers at most, but this issue brought over 500 people to the hearing. Unprepared for the public interest, and perhaps overwhelmed by the hours of testimony, the Board adjourned without a decision.[1]

The above scenario is not unique to Duplin county. In fact, the issue of livestock farm regulation, especially corporate hog farms, is the source of similar conflict throughout North Carolina. It is not difficult to see why.

In 1986, North Carolina was seventh in the nation in pork production. Ten years later the state is second, with $1.1 billion in annual sales (Stitch and Warrick 1995b). Clearly an important part of the state economy, hog farming has become a significant political issue as well. In 1992, members of the hog lobby contributed about $40,000 to candidates. In only two years, the figure more than doubled to over $92,000 (Satchell 1996:59).

The debate over hog farm regulation hinges on who should bear the costs of externalities associated with such a high level of pork production. Though North Carolina is not the only state facing the impacts of hog farming, natural and legislative circumstances within the state amplify the accompanying risks.

Duplin County is particularly affected by this issue since it is the leading pork producing county in the state. In 1995, there were 1.8 million hogs in the county (NC Department of Agriculture 1996b). One year later, the numbers are still growing, with hogs currently outnumbering people 25 to 1 (Satchell 1996:57). The economic benefits to the county are considerable. Duplin County is home to Murphy Farms, the world's largest pork producer, and Smithfield Foods, the world's largest hog processing plant. In 1995, hog farming led to $18.5 million in new construction and $141 million in gross sales (Satchell 1996:57). Finally, the fact that 500 people attended the September Health Board meeting highlights the impact that hog farms have on people's lives in Duplin County.

Why Regulate Hog Farms?

A concern with public health and safety led to the implementation of the first housing and land use regulations by local jurisdictions. This concern, along with the ethical imperative of preventing harm to individuals (Feinberg 1984), underpins present day nuisance and zoning laws—the main tools planners use to regulate land use (Beatley 1994).[2] Access to a safe and healthful environment as a welfare interest and human right further justifies land use regulation.

While hog farming may have positive economic benefits, it produces significant deleterious health and environmental impacts as well. Numerous studies have documented the health risks of hog waste lagoons to humans, ranging from headaches, nausea, and shortness of breath to immune system problems, spontaneous abortions, and death.[3]

Prevention of environmental degradation, minimizing externalities, and internalizing pollution-producers' costs are further justifications for land use regulation (Ortolano 1984). Land use regulations that

The authors are all candidates for Master's degrees in Regional Planning at UNC-Chapel Hill. An earlier version of this paper was written for a course on planning theory in the Fall of 1996.

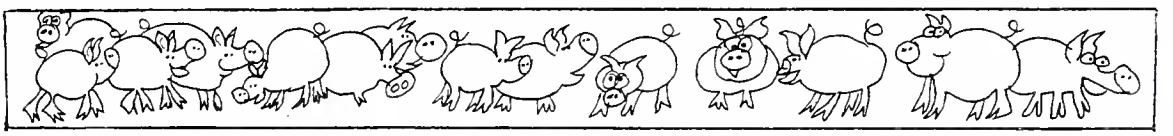
control externalities and require compensation to those affected by externalities rest on an economic rationale, and are important in clearly delineating the property rights and responsibilities of businesses, individuals, and the public. Increasingly, regulation preventing environmental degradation is also being defended on moral grounds (Beatley 1994).

Pollution caused by hog waste creates significant monetary costs (clean-up and lost productivity) as well as high levels of environmental damage. Enormous waste lagoons, often unlined and near rivers, threaten water quality. The flies and odor generated by waste lagoons decrease the quality of life of nearby residents. The sandy soil of the coastal plain makes the land vulnerable to sewage spills. Unlined lagoons do little to filter out contaminants before they reach the groundwater. Heavy rains that damage or destroy the waste lagoons cause the spillage of tons of waste directly into rivers flowing through the state. The results are noncontainable and multijurisdictional.

Limitations on Regulating Hog Farms in North Carolina

The use of zoning to regulate Duplin County hog farms are thus justified on ethical, economic, and legal grounds. Why, then, do citizens' pleas for help in Duplin and similar counties not result in political change?

Perhaps the single biggest reason stems from Duplin County resident and Murphy Farms founder and CEO, Wendell Murphy. For 10 years, Murphy served in the State Legislature, and for a time was Vice-Chair of the Senate Agriculture Committee (Stitch and Warrick 1995e) From this powerful post he helped pass a series of bills, known as Murphy's Laws, which protect hog farmers from state regulation. These laws prohibit penalties for discharging hog waste into streams, exempt hog farm buildings from state taxes for buildings and equipment, and most importantly, exempt hog farms from all zoning authority. Wendell Murphy continues



Legislative Update

House Bill 515, introduced by Rep. Morgan, was passed by the North Carolina House of Representatives on April 29. A companion bill is currently sitting in the Senate Agriculture, Environment, and Natural Resources Committee. Key provisions of the bill include:

- increasing the setback restrictions for siting swine houses and swine lagoons;
- requiring that any person who intends to construct a swine farm whose animal waste managment system is subject to permit requirements to provide written notice to nearby property owners, the county, and the local health department;
- granting counties the power to regulate intensive animal feeding operations in terms of density, height, size of structures, location, and use for operations of greater than 6,000 hogs;
- prohibiting the location of swine houses and lagoons in the 100-year floodplain;
- establishing a one-year moratorium on the construction of new or expanding swine farms or lagoons.

Although passage of the bill would give local planners more power to regulate large hog farms, it would not help them regulate smaller hog farms. In addition, many of the counties with intensive hog farming probably would not take advantage of their increased regulatory power because they do not have county zoning. For more information on the pending legislation, contact the Southern Environmental Law Center at (919) 967-1450. *-Jennifer Hurley*

Robeson County Public Health Nuisance Rule

The rule approved by the Robeson County Board of Health establishes a process by which the County Health Director may determine whether an intensive livestock operation constitutes a public health nuisance. The rule defines an intensive livestock operation as a facility with more than 100 animal units. Animal units are used to facilitate comparison of small and large livestock. One hog, for example, equals 0.4 animal units and one steer equals 1 animal unit.

Under the rule all new intensive livestock operations require a permit issued by the County Health Director. The application process begins when the owner of the proposed operation provides the Health Director with the following information: name, address and phone numer of the owner and manager, the location of the proposed operation with maps decribing land uses within a one-half mile radius of the site, a brief description of the operation, and a description of the waste management plan. The permit is declined if the proposed operation is within one-half mile of a church, school, hospital, rest home, nursing home or occupied residence. As part of the process, the Health Director notifies all property owners within the one-half mile buffer zone allowing them the opportunity to contribute to the investigation. During the investigation the Health Director reports all findings to the County Board of Health.

The Health Director may begin an investigation of an existing intensive livestock operation in response to complaints, requests by officials, major changes in the scope of operations, or if the Health Director suspects a public health nuisance. In addition to the information required during the investigation of proposed operations, the Health Director may request a description of the owner's responses to the complaints and copies of any other inspection reports.

The Health Director determines if the operation is a public nuisance and, if so, whether it was caused by conditions beyond the control of the owner. The Robeson County rule provides for a public hearing and Board of Health evaluation of the preliminary decision. Following the final determination of the facility as a public health nuisance, the Health Director issues an order of abatement directing the owner to correct the nuisance.

to make large campaign contributions to secure favorable treatment for the hog industry (Stitch and Warrick 1995a).

Because of Murphy's Laws, North Carolina planners have found themselves removed not only from the issue, but from their staple regulatory power—zoning. Essentially, Murphy's Laws "shut the door on any efforts by individual counties to place zoning restrictions on hog farms" (Stitch and Warrick 1995c).

Options for Regulating Hog Farms

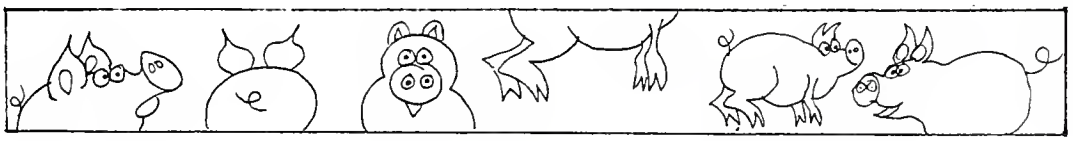
The inability to implement zoning regulations has created a unique and constrained role for planners. Taken at face value, it might seem that there is little opportunity for planners to minimize hog farming's negative impacts on the quality of life in their counties. What then, *are* the options open to planners?

Planners should search out alternative means of using regulation or public pressure to curb hog farm pollution. It is not enough to simply seek new stopgap measures to the growth of the hog industry. Factory farms that pollute the air and water, and that create employment opportunities that many have compared to sharecropping, are clearly not in the public interest of North Carolina. By remaining neutral, objective technocrats, planners side with those who care more about profit margins than the environmental and economic damage they are doing to the state.

Health Regulations

Duplin County officials are looking to health ordinances for regulatory power in the hopes of circumventing state protection granted to hog farms. The proposed ordinance currently before the Duplin County Health Board would require impact statements and county approval of all new large farms, and could require improvements to existing properties through a formal complaint process. Similarly, Robeson County successfully used Health Department regulations to regulate hog farms (Robeson Health Department 1996). While limited in scope and power, the health regulations do manage to keep the problem from getting much worse.

However, the experiences of other counties demonstrate that this approach has inherent risks. In Balden County, for example, one large hog



farming interest threatened to file a lawsuit against each individual member of the Board when the Health Board contemplated regulating hog farms under nuisance laws. As one Duplin County Commissioner stated, "...They were not only sending a message to Balden County, they were sending a message to all the other counties."

Advocacy Planning

Duplin County officials are worried that hog farming interests will exert enough political influence to weaken proposed health regulations substantially. One Duplin County Commissioner feels that "Basically the hog industry has everybody bought off—[anyone] that would attempt to do any planning." Though the hog farming issue is of great importance to people in the county, as of yet, there is little citizen organization to fight these interests. The lack of organization among this potential constituency presents an opportunity for the planner to act as an advocate.

As advocates, planners provide "professional support for competing claims about how the community should develop" (Davidoff 1965:309). For example, the planner could offer to translate citizen concerns into a technical language that county officials would find persuasive. S/he might also facilitate the organization of new citizen groups by informing citizen leaders, or conducting citizen forums. The planner could combine a role as technical advisor with an advocate role by documenting the impacts of hog farming and presenting them to citizen groups.

Advocacy planning sometimes raises questions of legitimacy that conflict with a widely accepted notion of the planner as an "objective" functionary who steers clear of politics. However, planners can find support for an advocacy role in the AICP/APA report "Ethical Principles in Planning." Part of the report states that planners should serve as advocates only when "objectives are legal and consistent with the public interest." Thus, the strength of this justification rests on the level of existing or attainable consensus among the citizenry.

In addition, organizing the public to support the proposed health ordinances is consistent with the objectives of the planner's employer, the County Commission, as well as members of the Health Board. Such an obligation to the "employer's interest" is also embodied in the AICP Code of Ethics. Finally, a potential advocate role could be further justified as an attempt to protect the integrity of the natural environment.

Political Action

Because planners are viewed as objective experts, the positions they support gain validity. Planners' collective silence on this issue may be interpreted as support for the status quo. Passive validation is a choice that is as politically charged as is a choice of action. Therefore, planners should speak out about their knowledge of the impacts of factory hog farming and use that knowledge to participate in the political process on a statewide level. Public pressure may accomplish what health regulations cannot.

Some ideas for working the democratic process on the state level include:

1. Write state legislators, and encourage others to do the same.

Be as specific and concrete as possible. For example, explain the environmental and social effects of hog farming on your area of the state. Invite legislators to a meeting held at the home of a local resident who is affected by a nearby hog farm. Send them statistics about the nitrate levels in area wells, the number of children affected by asthma caused by hog fumes, and other effects. Send a graphic description of the number of flies in the areas around hog farms.

2. Do not be afraid to use the media.

The *Raleigh News & Observer* periodically runs follow-up stories to their Pulitzer Prize-winning series on hog farms in North Carolina. They periodically run follow-up stories. If you know of a bad situation in your area that the community is powerless to regulate, send the News & Observer a letter. Include statistics, photos, or a videotape. You will not have to be quoted as a source. CP

Endnotes

[1] Since this paper was first written in the fall of 1996, the Duplin County Board of Health has not taken significant action on the matter of hog farm regulation. In April of 1997, a few local citizens appeared before the Board of Health to inquire why neither the County Commission nor the Board of Health had taken action on their earlier complaints. In response, the Health Board named a committee to study the issue. The committee includes members of the Board of Health, Health Department staff, and the Director of the Environmental Section of the County Health Department. No citizens were appointed, and no deadline for reporting back to the full Board was established. A member of the committee suggested that the issue had quieted down in Duplin County, and nothing was likely to come out of the committee until after the General Assembly takes action on the issue.

[2] Interestingly, *Ex parte Schrader*, San Francisco (1867) upheld the prohibition of slaughterhouses, hog storage, and the curing of hides in San Francisco.

[3] See Mulvaney 1996:15(5); U.S. Department of Health and Human Services 1996: 569(4); "Fatalities Attributed to Entering Manure Waste Pits -Minnesota, 1992" 1993: 3098(2).

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1995b. Feb. 25. Boss Hog 4: "The smell of money."

1995c. Feb. 22. Boss Hog 3: "For Murphy, good government means good business."

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Editor's Note

The authors conducted interviews with several residents and officials of Duplin County in October, 1996. To protect their anonymity, these names have been removed from the text and references.

Related Internet Resources

www.nando.net/sproject/hogs/hoghome.html

This section of the Raleigh News and Observer's home page includes the Boss Hog Series with links to Boss Hog 2 and a database of follow-up stories on hog farming, including the full text of the Swine Odor Task Force report, "Options for Managing Odor."

Publication Reviews

On the Ground

On the Ground bills itself as "The Multimedia Journal on Community, Design & Environment." Preparing to open this quarterly publication for the first time, I was curious what a multimedia magazine would look like. Would sounds of freeway traffic come issuing forth from the pages? Would pictures suddenly spring to life as video clips? Alas, the multimedia content appears to be confined to the magazine's web site, which includes extra articles and links to other sites referenced in the print portion of the magazine.

That's not a problem, however, since there is enough thoughtful reading material in this journal to keep anyone interested in planning occupied. The editors of *On the Ground* are obviously interested in the ramifications of metropolitan form and urban design, but they broaden their scope to include many other perspectives as well. Personally I found the editors' efforts to meld physical design considerations with social and economic issues refreshing, emphasising the city and region as physical fact, rather than statistical abstraction.

The current issue is sponsored by the EPA's Urban and Economic Development Division, and the theme for the issue is regionalism. Among the issues often addressed from the regional perspective are economic development, transportation, and growth management, and in fact these are the focus of most of the articles. The topics discussed range from urban sprawl to business clusters to designing community friendly superstores.

Many of the articles are reprints of essays, talks and papers that first appeared elsewhere, making *On The Ground* a sort of *Utne Reader* (or *Reader's Digest*) for the planning and urban design set. Represented are several heavy-hitters such as Florida growth-management guru John DeGrove and urban policy authority Anthony Downs, as well as former HUD secretary Henry Cisneros.

The issue opens with an interview with Anthony Downs concerning regional leadership. The interviewer and Mr. Downs often talk past each other, the former obviously interested in urban form issues and the latter speaking from a more purely policy-oriented perspective. Nonetheless, this interview does serve to highlight many of the more disturbing social, economic, and political trends that will be confronting American cities in the near future, and sets the tone for much of what follows.

On The Ground is also to be commended for incorporating a diversity of viewpoints. For example, unafraid to speak the unspeakable, Robert Burchell of Rutgers writes "sprawl development, in the short run, is not all that bad for the region." A reprint from a Wendell Barry book argues against current notions of cultural pluralism, preferring to advocate a "pluralism of settled communities," a seemingly reactionary idea that nonetheless fits well with many planners' notions of community.

The main fault with *On The Ground* is its reliance on secondary material. To the extent that the magazines editors can locate unique and hard-to-find pieces of writing and bring them together into one place, however, the magazine does fill a useful role. It is up to the reader to decide whether this mix merits the publication's $8.50 price tag.

Ken A. Bowers received a Master's in Regional Planning from UNC-Chapel Hill in 1997.

Metropolitics: A Regional Agenda for Community and Stability

By Myron Orfield, Brookings Institution Press/ Lincoln Institute of Land Policy, 1997

In the forward to *Metropolitics*, David Rusk calls Myron Orfield "one of the most revolutionary politicians in urban America." Orfield shows why he deserves such accolades with his first book, *Metropolitics: A Regional Agenda for Community and Stability*. In his text, Orfield presents a comprehensive analysis of socioeconomic patterns in the Twin Cities

metropolitan area and then takes the reader step-by-step though the legislative agenda he pioneered in the Minnesota Legislature. He concludes with a chapter on how to apply the lessons learned in the Twin Cities region to other parts of the United States.

Currently representing southwest Minneapolis and serving his fourth term in the Minnesota House of Representatives, Orfield brings a scholarly approach to his legislative plan. An attorney by trade, he has practiced in the public and private sectors. He also serves as an adjunct professor at the University of Minnesota Law School. During his tenure in the Minnesota Legislature, Orfield became concerned with the inability of the central cities to adequately address the growing needs of their residents. He began to research extensively the patterns of decline experienced by other older metropolitan areas, and then carefully compiled data on the Twin Cities. This book is the result of his research, using maps to highlight important patterns in metropolitan development and emphasizing coalitions as a powerful tool for pursuing legislative solutions to central city decline.

As Orfield sees it, every metropolitan area in the country is facing the same problem—the push of concentrated need in the region's core and the pull of concentrated resources to the region's fringe. Influenced by Jack Kemp's 1991 report "Not In My Backyard," Orfield again points out that central cities and inner suburbs are saddled with concentrated poverty, disinvestment, and decline, while outer suburbs are experiencing sprawling growth, job creation, and growing tax bases fueled by major infrastructure improvements.

Utilizing a powerful tool for expressing these socioeconomic trends, Orfield uses colorful GIS maps to show how the Twin Cities are not immune from the forces described above. These maps, reprinted in color in the publication, show clearly the concentration of poverty in the core cities and schools; soaring property values, job creation, and tax base in the favored southwestern suburbs; and how infrastructure improvements like roads and sewers primarily serve the southwestern suburban areas at the expense of the core. These maps proved to be an essential instrument for transforming complicated data into understandable graphics, allowing voters and other representatives alike to interpret the complex issues more easily.

Perhaps the most important contribution of this text is Orfield's analysis of the political relationship between the central cities and the suburbs. For years, urban studies scholars have highlighted the differing agendas of these two groups, essentially pitting them against each other and framing the debate as "the city versus the suburbs." With this outlook, it would be nearly impossible for central city representatives to amass enough votes in the state legislature to pass reform measures powerful enough to relieve the pressures on the cities. Orfield, however, used this analysis to build a new coalition. With no federal policy left to address the socioeconomic polarization Orfield uncovered, he set out to implement a set of localized policies. "The suburbs," Orfield says, "are not a monolith." Rather, the fully developed inner ring and developing areas with low tax bases face the same problems as the central city, and do so with even fewer resources to address the problems. By forging a coalition with representatives from these districts, Orfield was able to push forth a legislative agenda not previously possible.

Orfield's solutions include six substantive reforms and one structural reform. He indicates that the three most important reforms include fair-share housing, regional tax-base sharing, and reinvestment. The other three reforms—transportation/transit, welfare/public works, and land-use planning/growth management—complement the first three and help ensure balanced, coordinated growth. Orfield suggests that these changes could be best administered and

The three most important reforms include fair-share housing, regional tax-base sharing, and reinvestment. The other three reforms–transportation/transit, welfare/public works, and land-use planning/growth management–complement the first three and help ensure balanced, coordinated growth.

enforced by an elected regional governing body. (The Twin Cities currently have such an agency, the Metropolitan Council, but its membership is appointed by the Governor rather than popularly elected.) Finally, he advocates "a panoply of tax and public finance reforms...to overturn the perverse incentives created by generations of a highly fragmented, over-regulated local marketplace."

His account of the development and various compromises concerning these measures as they moved through the Minnesota Legislature provides great insight into the powerful forces and personalities who oppose regional reform. Orfield candidly reports on the difficulty of advocating regionalism and of sustaining coalitions over time. Yet he met success three times in passing fair housing legislation, and twice in tax-base sharing bills, only to be vetoed by the governor. He continues to actively pursue this agenda.

Throughout the text, Orfield points to similar mapping analyses on other cities around the country that he has performed via the Metropolitan Area Program of the National Growth Leadership Project, which he directs. Maps of Philadelphia, Chicago, and Portland are included. In each case, he has identified similar patterns of concentrated need over a favored sector of developing suburbs.

This book is important for anyone interested in understanding metropolitan polarization. Its analysis of polarization is specific and thorough, and the first-hand descriptions of the behind-the-scenes politics of reform are engaging. Most notably, it goes beyond past literature on regionalism by advocating a specific policy agenda and demonstrating the political viability of that agenda.

***Angie Bernhard** is a candidate for a Master's in Regional Planning at UNC-Chapel Hill. She previously worked with Representative Orfield for three years in the Minnesota Legislature.*

(continued from page 13)

- Producing resource materials promoting sustainable solutions to economic development problems.

SA's philosophy is that community organizing is central to organization's work. Community organizing builds a broad consensus for change and the political power to execute a vision.

SA's members include membership and coalition groups; education, policy, planning, and research groups; technical assistance providers; as well as religious groups, unions, community groups, government agencies, and responsible businesses. The majority of their members deal with local issues, but many also deal with state, national, and international issues. Their work focuses on many aspects of environmental issues; labor and workplace organizing; human/civil rights and women's issues; trade and money politics; social, environmental, and economic justice issues; leadership and community development; and religious and cultural issues.

SA has two levels of membership: Organizational Members (with voting privileges) and Associate Members (without voting privileges). There is a sliding scale membership dues structure. A General Assembly comprised of representatives from active organizational members meets annually to determine the priorities and elect the leadership. The leadership consists of a 25-30 member Coordinating Committee, an 11-13 member Board of Directors and officers. SA's Executive Director is the spokesperson for SA and oversees the national office, located in New York City, which is responsible for providing policy and programmatic guidance and facilitates overall coordination of SA activities.

Sustainable America's vision and program places the organization squarely at the nexus of:

- increasing sustainability—ensuring that the cumulative effect of our actions does not decrease the quality of life for future generations and our ecosphere;

- increasing justice—minimizing suffering and inequities as we build economic security for all segments of our society; and

- increasing democracy—maximizing citizen control and leadership in all affairs.

For more information about Sustainable America, visit their web site at http://www.sanetwork.org or call (212) 239-4221.

***Elaine Gross** is Executive Director of Sustainable America.*

Conference Announcement

Community Investment Institute

Planners know, theoretically and empirically, that the production of affordable housing for low and moderate income families is alone an insufficient tool for revitalizing communities. Successful community development also depends on the availability of jobs that pay a good wage, good urban design, and the capacity of the systems in place to support both occupants and the environment over time.

This fall, in Alexandria, Virginia, the Neighborhood Reinvestment Corporation will attempt to put some of these issues on the table for public discussion. What is the best way to revitalize older urban neighborhoods? Does mixed-income housing make sense? Can the HOPE VI program succeed? Is New Urbanism a source of hope or hype?

On the pretext that the job of fixing blighted neighborhoods includes more than just the development of affordable housing, the Neighborhood Reinvestment Corporation is conducting the Community Investment Institute from September 20-24, 1997. Sixty-eight courses on community development, from using the arts as an asset for community building to mixed-use and transit-oriented development as tools for rebuilding communities, will be offered. In addition, there will be seven topical forums consisting of half-day panel discussions and presentations addressing a wide variety of issues facing community developers, including a panel discussion titled *Race in America*, featuring Richard Rodriguez of the Pacific News Service, Clarence Page of *The Chicago Tribune*, and Frank Rich of *The New York Times*. There will be a luncheon address by James Howard Kunstler titled *Home From Nowhere: Remaking Our Everyday World.*

The Neighborhood Reinvestment Corporation is also offering a Neighborhood Reinvestment Training Institute in Atlanta, Georgia on February 9-13, 1998. This will be similar to the Community Investment Institute described above but will not have the panel discussions and will focus more on nuts-and-bolts community development courses.

A complete listing of the courses and panels for both institutes can be obtained by calling the Neighborhood Reinvestment Training Institute at (202) 376-2400, writing 1325 G Street, NW, Suite 800, Washington, DC 20005, or looking at the Neighborhood Reinvestment Corporation's web site at www.nw.org. Tuition for the courses is $140 per day plus a registration fee. Some scholarship assistance will be available.

To put your announcement or advertisement here, contact the editors of *Carolina Planning*.

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